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ABSTRACT

This document is a transcript of a United States House of Representatives hearing conducted in October, 1981, regarding reauthorization of the Vocational Education Act of 1963--specifically the bilingual vocational training programs funded under subpart 3 of part B of the Act, the program which prepares persons of limited English-speaking ability to perform adequately in a work environment. The bill authorized federal funds for bilingual vocational training, bilingual vocational instructor training, and the development of instructional materials, methods, and techniques. Witnesses at the hearing testified about what has been accomplished under the bilingual vocational training program since the 1976 amendments to the Vocational Education Act and pointed out problems with implementing the program and recommendations for improving the authorizing legislation. Witnesses included Ron Hall, acting chief, policy, coordination, and services unit of the Office of Bilingual Education and Minority Affirs of the United States Department of Education; Saul Sibirsky and Jill Kincaid, League of United Latin-American Citizens; and Mary Galvan, educational consultant. Witnesses testified that programs funded through the Act had had a great deal of success in reducing unemployment among program trainees who had little previous knowledge of English. It was felt that further gains could be shown if more selective recruiting procedures, screening out applicants without a sincere desire to work, could be used. Several studies were funded to compare and create training materials for future use. Witnesses further testified that the use of minority (specifically Hispanic) culture instructors greatly enhanced the success of bilingual vocational programs. They said that the funding for the programs should be continued and that strategies will be employed to make even better use of resources, based on the experience gained since the 1976 authorization of the Act. (KC)

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# HEARINGS ON REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT OF 1963

## Part 4: Bilingual Vocational Training

## HEARING

BEFORE THE

## SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

## COMMITTEE ON EDUCATION AND LABOR

## HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

FIRST SESSION

ON

## H.R. 66

TO EXTEND THE AUTHORIZATION OF APPROPRIATIONS UNDER THE VOCATIONAL EDUCATIONAL ACT OF 1963

HEARING HELD IN WASHINGTON, D.C., ON OCTOBER 14, 1981

Printed for the use of the Committee on Education and Labor

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# HEARINGS ON THE REAUTHORIZATION OF THE VOCATIONAL EDUCATION ACT OF 1963

## Part 4: Bilingual Vocational Training

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WEDNESDAY, OCTOBER 14, 1981

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
*Washington, D.C.*

The subcommittee met, pursuant to call, at 9:30 a.m., in room 2175, Rayburn House Office Building, Hon. Baltasar Corrada presiding.

Members present: Representatives Corrada, Kildee, and Erdahl.

Staff present: John F. Jennings, counsel; Nancy Kober, legislative specialist; and Richard DiEugenio, minority legislative assistant.

Mr. CORRADA. Good morning, ladies and gentlemen. The Subcommittee on Elementary, Secondary, and Vocational Education is again convening hearings on the reauthorization of the Vocational Education Act. We had conducted several hearings last year and this spring on the Vocational Education Act. We plan to continue these hearings throughout this year, until Congress adjourns.

Today we will be focusing on the bilingual vocational training programs funded under subpart 3 of part B of the Vocational Education Act. This program is intended to prepare persons of limited English-speaking ability to perform adequately in a work environment.

The act authorizes Federal funds for bilingual vocational training, bilingual vocational instructor training, and the development of instructional materials, methods, and techniques.

The fiscal year 1981 appropriation for this subpart was $4 million.

The subcommittee is particularly interested in learning what has been accomplished under the bilingual vocational training program since the 1976 amendments to the Vocational Education Act.

We would also like to know whether the witnesses are aware of any problems with implementing this program and whether the witnesses have any recommendations for improving the authorizing legislation.

We have today a panel of witneses, Mr. Ron Hall, acting chief, policy, coordination, and services unit of the Office of Bilingual Education and Minority Language Affairs of the U.S. Department of Education; Mr. Saul Sibirsky, League of United Latin-American

Citizens, accompanied by Ms. Jill Kincaid and Mrs. Mary Galvan, educational consultant.

We welcome all of you to these hearings this morning and we appreciate your coming to offer your testimony to this subcommittee.

We have received written statements from Mr. Hall and Ms. Kincaid. Those written statements will be made part of the record in their entirety.

[The prepared statement of Ron Hall follows:]

PREPARED STATEMENT OF RON HALL, ACTING CHIEF, POLICY, COORDINATION, AND SERVICES UNIT, OFFICE OF BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS, U.S. DEPARTMENT OF EDUCATION

Mr. Chairman, members of the Subcommittee, I appreciate this opportunity to appear before you in behalf of the Department of Education, to testify on the Bilingual Vocational Training Program and some of the assessments of the program conducted under the auspices of the Department.

I have with me at the table Dr. John Chapman of the Office of Planning, Budget and Evaluation and seated behind us are other personnel of the Department familiar with this program who are prepared to assist us in responding to any questions you may have.

LEGISLATIVE HISTORY AND PURPOSE

The Bilingual Vocational Training Program is authorized by the Vocational Education Act of 1963 Part B, Subpart 3 as amended. The Act has been amended several times since 1963. The Bilingual Vocational Training Program was originally authorized as Part J of the Act in 1974. The present authorization expires in 1984.

The BVT program was authorized in recognition of the acute problem in the United States facing many citizens, whose efforts to profit from vocational education may be restricted by their limited English speaking ability because they come from environments where the dominant language is other than English. Such persons are therefore unable to make their maximum contribution to the Nation's economy, and some are unemployed or underemployed. Thus, the purposes of the program are (1) to provide bilingual vocational training for persons who are unemployed or underemployed and who are unable to profit from regular vocational training given solely in the English language; (2) to provide training programs to meet the shortage of instructors possessing both the job knowledge and skills and the dual language capabilities required for delivering bilingual vocational training; and (3) to develop instructional materials, methods or techniques for bilingual vocational training. Section 185 of the Act specifies eligible participants in BVT programs as follows: (1) ". . . persons who have completed or left elementary or secondary school and who are available for education by a postsecondary educational institution; and (2) . . . persons who have already entered the labor market and who desire or need training or retaining to achieve year-round employment, adjust to changing manpower needs, expand their range of skills or advance in employment. . . ."

The statute specifies eligible recipients and percentages of funds (Sec. 183) to be allocated to the three activities as follows:

Sec. 184—Authorizes grants to and contracts with (1) State agencies, (2) local educational agencies, (3) postsecondary educational institutions, (4) private nonprofit vocational training institutions, and (5) to other nonprofit organizations especially created to serve a group whose language as normally used is other than English in order to provide training in recognized occupations and in new and emerging occupations. In addition, Sec. 184 authorizes contracts with private for-profit agencies and organizations in conducting bilingual vocational training programs. (65 percent of the available funds must be used for this purpose).

Sec. 186—Authorizes grants to and contracts with States or educational insitutions, either public or private to assist them in conducting training for instructors of bilingual vocational training programs or bilingual vocational education programs. (25 percent of the available funds must be used for this purpose).

Sec. 188—Authorizes grants to and contracts with (1) States, (2) public and private educational institutions, and (3) to other appropriate non-profit organizations, and to enter into contracts with private for-profit individuals and organizations to assist them in developing instructional material, methods, or techniques for bilingual vocational training. (10 percent of the available funds must be used for this purpose).

A primary aspect of a bilingual vocational training program is that vocational training be made accessible to persons of limited English speaking ability and that job relevant English language skills be emphasized. Trainees are expected to acquire sufficient competence in job-related English and vocational skills to enable them to perform satisfactorily in a work environment where English is used.

Training allowances for participants in bilingual vocational training programs are subject to the same conditions and limitations as set forth in Section III of the Comprehensive Employment and Training Act of 1973.

### FUNDING AND ESTIMATED NEED

The Bilingual Vocational Training program is advanced funded. From fiscal year 1975 to 1979 the annual appropriation for the program was $2.8 million. In fiscal year 1980 the appropriation for the program was $4.8 million, and in fiscal year 1981 $3.96 million.

We do not have precise data on the number of eligible persons who could benefit from this program. Data available from the Survey of Income and Education (SIE) conducted by the Bureau of the Census in the Spring of 1976 indicate that 28 million persons in the United States have mother tongues other than English or live in households in which languages other than English are spoken. The analysis of these data by the National Center for Education Statistics (NCES) shows that of these, 20,730,000 persons of non-English speaking background are 19 years or older. There are precise data available yet as to what percentage of the non English background population are of limited English speaking ability or on how many persons of limited English-speaking ability need job training and/or assistance to improve their employability or to upgrade their skills.

To date, a precise survey of available qualified instructors nationwide has not been conducted.

### CURRENT OPERATIONS

In School year 1981–82, fifteen Bilingual Vocational Training programs under Subpart 3 are training 1,372 persons of limited English-speaking ability for employment in recognized occupations including: food services, building maintenance and repairs, construction, data entry, air conditioning repair, micro-computer technology, bookkeeping, dental assistants, and food and kitchen managers. Projects are located in eight States and serve six different language groups. Table I illustrates the language groups served and State locations of projects since 1975.

Seven instructor training programs under Subpart 3 are currently in operation to provide preservice and inservice training for about 268 teachers and staff. Table II illustrates the languages served and the State locations of instructor training programs since 1978.

Table III is a synopsis of activities funded under contract for the purpose of developing instructional material, methods and techniques for the program.

Information on the effectiveness of bilingual vocational training comes from three studies prepared under contract for the Department and the *Status of Bilingual Vocational Training*, a report by the Commissioner of Education and the Secretary of Labor to the President and the Congress, August 1978.

The contracted studies are:

*Assessing Successful Strategies in Bilingual Vocational Training Programs*, Inter America, Rosslyn, Virginia, March 1981.

*Evaluation of the Status and Effects of Bilingual Vocational Training*, Kirschner Associates, Albuquerque, New Mexico, March 1980.

*Assessment of Bilingual Vocational Training*, Kirschner Associates, Albuquerque, New Mexico, August 1976.

Some of the findings of these reports and studies include:

(1) Participants in bilingual vocational training programs have experienced reduced unemployment rates, increased job earnings and increases in the rate of labor force participation, according to one of the completed studies on the status and impact of such programs (1980).

(2) Improvement of the average unemployment rate was found to be greatest among trainees with high preprogram unemployment rates, including Puerto Rican-born or Central American-born persons, trainees who spoke "just a few words of English" at the time they entered the program, and trainees who received more than 240 hours of vocational training.

(3) Other variables found to be associated favorably with unemployment rate change include: coordination between vocational and English as a Second Language (ESL) instructors, and post-program employment in an occupation matched to the training area.

(4) Only one-third of the trainees continued to work in areas closely related to their training occupation. This may suggest that factors other than training have improved their performance. These factors could include their greater ability to speak or understand English or the improved access to employment opportunities that resulted from participation in the training programs.

The 1980 Kirschner study was based on a probability sample of 718 trainees in 87 vocational classes in 38 bilingual vocational training programs. The sample was designed to represent a total annual enrollment in bilingual vocational training of limited English-speaking trainees during 1978. The programs funded under Subpart 3 of the Vocational Education Act account for one-third of the classes (29) and about 23 percent of the sample trainees (167).

Preprogram information was collected retrospectively from trainees during the initial interview while they were enrolled in vocational classes during the spring and summer of 1978. A second interview was conducted after the trainees had been out of training for 8 to 11 months.

Measurements of English language proficiency were obtained during both interviews. The first, obtained while trainees were still enrolled in training, was used to classify trainees according to their English language proficiency. The second was used to analyze the relationships between English proficiency and postprogram labor force status.

Only 18 percent of the trainees were born in the United States. About 60 percent of the students had no previous schooling in the United States or in a setting where English was the medium of instruction. About 77 percent of the trainees had 6 years or fewer of U.S. or English schooling.

(5) Unemployment dropped by more than 40 percent between the pre and postprogram periods. The rate of labor participation of trainees increased about 25 percent, including an increase of about one-third (from 49 percent to 67 percent) for women trainees. Because of this high placement rate and increase in wages, it is estimated that trainees return in State/Federal taxes the value of their training over a three year period.

(6) The decline of the trainee pre-training/post-training unemployment rates was nearly twice as great in the aggregate unemployment rate and nearly 5 times as great as the decline in the average unemployment rate for the labor areas in which the trainees lived. The magnitude of change makes it extremely likely that participation in bilingual vocational training influenced trainee employment very favorably.

(7) The improvement in the trainees' pre-training to post-training earnings was very comparable to the rate of increase for all nonsupervisory and production workers nationally. Considering the initial disadvantages in competing in the labor market, this improvement in earnings appears likely to have been influenced strongly by participation in the program, although this conclusion is less clearcut than the change in unemployment rates.

### AREAS OF CONTINUING CONCERN

While evaluation of the program are generally positive, they indicate some areas where improvement is desirable. In terms of recruitment, it is not clear that all participants are highly motivated to seek employment after completion of training. Perhaps if greater care were exercised in participant selection, placement statistics could be improved still further. The program funds a variety of different occupational programs, some of which are clearly good choices for the target population, but others are less so. More care should be taken to ensure that funded programs are the most cost effective and offer greatest promise within the context of the needs and potential of the target population. In the follow up of the Kirschner study, it was determined that only 29 percent of the participants in Education Department funded projects were in jobs closely matched to the training they had received. While this finding may have many explanations, it suggests that improvements in the training/job market match could be achieved. The Department will address these two areas of concern in the upcoming funding cycle.

I will be happy to answer any questions you have about this program.

TABLE I.—BILINGUAL VOCATIONAL TRAINING PROJECTS, PROGRAM YEARS, 1975–81

| | 1975 | 1976 | 1977 | 1978 | 1979 | 1980 | 1981 |
|---|---|---|---|---|---|---|---|
| Language: | | | | | | | |
| Spanish | 14 | 13 | 11 | 9 | 6 | 6 | 7 |
| French | 2 | 1 | 1 | | | | |

TABLE I.—BILINGUAL VOCATIONAL TRAINING PROJECTS, PROGRAM YEARS, 1975–81—Continued

| | 1975 | 1976 | 1977 | 1978 | 1979 | 1980 | 1981 |
|---|---|---|---|---|---|---|---|
| Chinese | 2 | 3 | 4 | 2 | 3 | 1 | 1 |
| American Indian | 1 | 2 | 3 | 1 | | | 2 |
| Indochinese | | | | | 1 | 1 | 1 |
| Vietnamese | | 1 | | | | | |
| Russian | | 1 | 1 | | | | |
| Chamorro | 1 | | | | | | |
| Korean | | | | | | | 1 |
| Combination | 1 | 1 | 2 | | | 2 | 3 |
| Total | 21 | 22 | 22 | 12 | 10 | 10 | 15 |
| Number of trainees | 2,500 | 1,850 | 1,480 | 790 | 637 | 810 | 1,372 |
| Cost per trainee | $1,120 | $1,514 | $1,892 | $2,304 | $2,857 | $2,247 | $2,274 |
| States: | | | | | | | |
| Alaska | | 1 | 1 | | | | |
| California | 5 | 5 | 3 | 2 | 3 | 4 | 3 |
| colorado | | | | | | 1 | 1 |
| connecticut | 2 | | | | | | 1 |
| Florida | | | 1 | 1 | 1 | | |
| Guam | 1 | | | | | | |
| Illinois | | | 1 | 1 | | | |
| Louisiana | | | 1 | | | | |
| Maine | 2 | 1 | 1 | | | | |
| Massachusetts | | | | | 2 | | 1 |
| Michigan | 1 | | | | | | |
| Minnesota | 1 | | | | | | |
| New Mexico | 1 | 3 | 1 | | | | |
| New York | 6 | 6 | 6 | 3 | 4 | 3 | 6 |
| North Dakota | 1 | 1 | | | | | |
| Oklahoma | | 1 | 1 | 1 | | | 1 |
| Pennsylvania | | | 1 | | | | |
| South Dakota | | | 1 | 1 | | | |
| Texas | 1 | 4 | 3 | 3 | | 2 | 1 |
| Virginia | | | 1 | | | | |
| Washington | | | | | | | 1 |
| Total projects | 21 | 22 | 22 | 12 | 10 | 10 | 15 |

TABLE II.—BILINGUAL VOCATIONAL INSTRUCTOR TRAINING PROJECTS (84.099), PROGRAM YEARS, 1978–81

| | 1978 | 1979 | 1980 | 1981 |
|---|---|---|---|---|
| Language: | | | | |
| Spanish | 1 | 1 | 1 | 4 |
| Chinese | 1 | 1 | 1 | |
| Multilanguage | 1 | 1 | 2 | 3 |
| Number of trainees | 130 | 90 | 107 | 268 |
| Cost per trainee | $5,380 | $7,778 | $6,542 | $4,478 |
| Number of projects which have received funds previously | | 2 | 2 | 2 |
| States: | | | | |
| California | 1 | 1 | 1 | 4 |
| Colorado | | 1 | | |
| Florida | | | | 1 |
| Michigan | | | 1 | |
| Montana | | | | 1 |
| New York | 1 | 1 | 2 | 1 |
| Texas | 1 | | | |
| Total projects | 3 | 3 | 4 | 7 |

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TABLE III.—BILINGUAL VOCATIONAL INSTRUCTIONAL MATERIALS, METHODS AND TECHNIQUES (13.587 AND 84.100)

Program Year 1978: As a result of an award to Development Associates of Virginia, a "Monograph for Bilingual Vocational Training Projects" was developed. The monograph provides guidance to project planners, evaluators, and directors for the organization and evaluation of bilingual vocational training programs. The monograph includes a method of adapting English as a second language to vocational areas, an approach to organizing the language and vocational training components, and a guide to evaluating the effectiveness of a bilingual vocational training project.

Program Year 1979: As a result of an award to Inter-America Research Associates of Virginia, successful bilingual vocational training projects in nine sites were studied. The projects were examined for program strategies which appear to have contributed to their success. The results of the study were incorporated into a handbook for administrators and other persons interested in initiating bilingual vocational training programs for limited English speaking adults.

Program Year 1980: As a result of an award to Inter-America Research Associates of Virginia, a handbook will be developed to aid job-related English as a second language instructors in a bilingual vocational training program in their efforts to incorporate occupationally relevant English to bilingual vocational training. The handbook will include ways of integrating English as a second language into bilingual vocational training instruction and identify software programs that can analyze the English language of vocational texts and manuals used in BVT programs. The handbook will improve the effectiveness of ESL instruction in vocational programs that are taught bilingually in conjunction with job-related English.

Program Year 1981: As result of an award to L. Miranda & Associates of Maryland, a study will be conducted to identify occupations in which a foreign language is an asset. The monograph will provide information on requirements for entry into 15 occupations, the skills needed, options for advancement, background knowledge and experience needed to obtain employment and related information so that promising employment opportunities for persons of limited English-speaking ability will be highlighted for possible program implementation. The study will provide the kind of information that will assist the development of bilingual vocational training programs and prepare students to find jobs in these occupations.

Program Year 1981: As a result of an award to Kirschner Associates, Inc. of Washington, D.C., a study will be conducted to ascertain successful strategies being used of outreach services in bilingual vocational training programs. The study will delineate practices that support recruitment, job placement and related ancillary activities in bilingual vocational training programs so that projects can take advantage of available services from outside agencies, organizations, etc. in order to augment or save scarce federal funds in BVT programs.

Mr. CORRADA. You may proceed as you wish in connection with your testimony. We will first listen to the testimony of Mr. Hall.

**STATEMENT OF RON HALL, ACTING CHIEF, POLICY, COORDINATION, AND SERVICES UNIT, OFFICE OF BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS, U.S. DEPARTMENT OF EDUCATION, ACCOMPANIED BY JOHN CHAPMAN, PROGRAM ANALYST, OFFICE OF PLANNING, BUDGET AND EVALUATION, AND RICHARD H. NABER, BRANCH CHIEF, POSTSECONDARY AND VOCATIONAL PROGRAM DEVELOPMENT, OFFICE OF BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS**

Mr. HALL. Thank you, Mr. Corrada.

It is a pleasure to be before the subcommittee on behalf of the Department of Education to testify on bilingual vocational training programs and some of the assessments of the program that have been conducted under the auspices of the Department.

I have with me at the table, Dr. John Chapman from the Office of Planning, Budget, and Evaluation and Dr. Richard Naber from the Office of Bilingual Education and Minority Languages Affairs. who has worked with the program over a number of years. They will assist me in responding to any questions you may have.

Since you have summarized some of the legislative history and funding history of the program, I will just highlight a few points if I may.

As you indicated, this program is authorized by the Vocational Education Act of 1963, part B, subpart 3, as amended.

It was originally authorized in 1974 and is intended to make vocational training accessible to persons of limited English-speaking ability who come from environments where the dominant language is other than English.

The program seeks to provide job-relevant English language skills and vocational training to these persons so that they can perform satisfactorily in a work environment where English is used.

The specific target group includes persons who have completed or left elementary or secondary schools and are available for education by a postsecondary educational institution or persons who are already in the labor market and who desire or need training or retraining to achieve year-round employment, to adjust to changing manpower needs, to expand their range of skills, or to advance in employment.

This program makes grants and contracts to a variety of recipients, State and local agencies, postsecondary institutions, private nonprofit organizations and institutions and private for-profit agencies and organizations.

As you indicated, the grants or contracts are intended to provide for three types of activities.

I should note the statute specifies the percentages of available funds that can be spent on each activity.

The activities and percentages of the funds are respectively bilingual vocational training for limited English-speaking individuals, 65 percent of the funds; training of bilingual vocational instructors, 25 percent of the funds, and development of instructional material, methods or techniques for bilingual vocational training, 10 percent of the funds.

With regard to estimated need for the targeted population that could benefit from this program, we do not have precise figures on the eligible target groups.

We do know, as of 1976, that there were approximately 20.7 million persons in the United States 19 years and older who come from non-English language backgrounds and that unemployment rates for these persons are consistently higher than for those in the same age group whose first language is English.

The program is advanced funded, and funds appropriated in the fiscal year just ended will be used in school year 1982–83.

In the current school year, $4.8 million are providing BV training for 1,372 persons in 15 projects; instructor training for 268 teachers and staff in 7 projects; and for 2 contracted studies—the identification of occupations in which foreign language is an asset, and successful strategies for outreach services.

The 15 BVT projects this year are serving persons from more than 6 language groups and are located in 8 States. The occupational categories selected for training in these projects include: home care providers; a variety of occupations in the food service category, for example, chiefs, kitchen managers, dining room super-

visors; various construction trade skills, plumbing, masonry, electricians; office skills, typing and clerical work, bookkeeping, business machines; entry level computer technology; health services, for example, dental assistants, and others.

With regard to the effectiveness of the BVT program, studies indicate that bilingual vocational training can reduce unemployment rates, can increase job earnings and increase the rate of labor force participation of limited English-speaking adults who have undergone training.

Specifically for subpart 3 programs, in one study that was completed in 1980, unemployment dropped from 29.8 percent to 12.4 percent among trainees.

The rate of labor force participation increased by 15 percentage points. Weekly job earnings increased from $133.94 to $173.26. And the employment ratio improved by 44 percent.

Placement rates in nine sites studied by Inter-America Research Corp. were 85 percent to 100 percent.

Completion rates in the subpart 3 programs average about 95 percent. That is completing the training.

The Department does have concerns about improving the operation of the program, primarily in the areas of recruitment, choice of occupational categories for training programs, and better training/job market matching.

For example, the 1980 Kirshner study notes that in an interview 8 to 11 months after trainees had finished their training, only 29 percent of the participants in the Federal program were in jobs closely matched to the training they had received.

Mr. Chairman, I have briefly sketched out some major points concerning this program. I would be happy at this time to elaborate on any of these points or to respond to any questions you may have.

Mr. CORRADA. Thank you very much, Mr. Hall, for your presentation. The program assessments you mentioned indicate that the program has been quite successful, but we have seen press reports saying that the administration is considering the block granting of these programs and leaving decisions up to the States on whether to fund or not fund these programs at all.

I would like to know whether these reports are true and if so, why would you want to block grant such a successful program and leave it a program that may not have a strong support in certain areas in the country, but nevertheless, very much needed?

I would like to have your views and comments on that.

Mr. HALL. Mr. Chairman, I will ask my colleague, Dr. Chapman, to respond further to that question, but I should indicate that a number of strategies for reauthorization of the entire Vocational Education Act are under discussion in the Department.

In the Department, no decision has been reached. I think in discussing strategies such as block grant, we have to consider what the trade-offs are and try and see the best way that we can help the President implement his economic recovery program and other policies of the administration.

I think Dr. Chapman might want to elaborate further, but as far as I know, no decisions have been made regarding the status of this program.

**STATEMENT OF JOHN CHAPMAN, PROGRAM ANALYST, OFFICE OF PLANNING, BUDGET AND EVALUATION, U.S. DEPARTMENT OF EDUCATION**

Dr. CHAPMAN. Congressman Corrada, in order for us to do our job in reauthorizing a program we have to consider a wide range of different possibilities. I would like to repeat what Ron Hall has said that no decision has been reached about what to do with the bilingual vocational education program within the context of reauthorization.

Any reports that you hear may reflect ideas which are under consideration, but they do not reflect any kind of decision. At this point no decisions have been reached about this program or about any other of the elements of the Vocational Education Act.

Mr. CORRADA. Do you have any projections for fiscal years 1982, 1983, and 1984 about the number of projects and persons to be served and do you anticipate a reduction in the number of persons to be served under this program?

Mr. HALL. Again, I will turn shortly to Dr. Chapman. The bilingual vocational training program is advanced funded, so funds that were appropriated in fiscal year 1981 will be used during the school year 1982–83, so we do operate on a year ahead or a year behind in our appropriations.

The $4.8 million that is currently being used in this school year, as I said, funds approximately 15 projects and 1,372 students in the bilingual vocational training program that trains individuals.

The amount available for next year is $3.96 million and we have to make judgments, as we receive project applications and consider inflation and so forth. We cannot specify exactly how many students that will fund in the next school year.

John, do you have anything to add to that?

Dr. CHAPMAN. Again, I would repeat what Dr. Hall has said. We provided projections in our congressional justification for both the 1981 and 1982 budget requests. These projections reflect our best estimate of what will be funded out of that appropriation.

As far as the 1983 budget request is concerned, that decision is still not made but will be forwarded to the Congress with the President's 1983 budget.

Consequently, at this point, we are unable to provide any projections for the number of students or trainees to be served and the number of other individuals to be benefited by this program for 1983.

Mr. HALL. If I might add, this particular program is not the only source of funding for bilingual vocational training activities. It is the one in the Vocational Education Act that requires bilingual vocational training. The basic grants to the States also require the provision of vocational education to limited English-speaking adults, but a bilingual approach is not required.

There are also funds in CETA and many State and local programs and nonprofit organizations so, just to clarify, this is not the only source of funding for vocational education for the limited English speaking.

Mr. CORRADA. Do you have information about the total number of persons served under this component as well as other compo-

nents of programs pertaining to bilingual vocational education, such as the work provided under CETA?

Mr. HALL. We don't have that information on CETA with us, but we would be happy to see if we can locate that and provide it for the record.

Mr. CORRADA. We would appreciate your submitting that information.

[Information requested follows:]

U.S. DEPARTMENT OF EDUCATION,
OFFICE OF BILINGUAL EDUCATION
AND MINORITY LANGUAGES AFFAIRS,
*Washington, D.C., November 24, 1981.*

Hon. CARL D. PERKINS,
*Chairman, Committee on Education and Labor, House of Representatives, Rayburn House Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: I indicated in my testimony before the Subcommittee on Elementary, Secondary and Vocational Education on October 14, 1981, I would try to secure additional information regarding the number of limited English-speaking ability (LESA) persons served under the Comprehensive Employment and Training Act (CETA). I am pleased to report the following information we have obtained from the Office of Public Affairs, Department of Labor that responds to your request.

During fiscal year 1980, the total number of CETA participants was 3.8 million. Of this number, 222 thousand (or 5.9 percent) were persons of limited English-speaking ability. The total number of participants in the CETA bilingual vocational training program was 144 thousand or 64.8 percent of the limited English-speaking participants in CETA or 3.8 percent of the total number of CETA enrollees.

Should you need additional clarification concerning this information, Mr. Tetsuo Okada (245-9401) will be pleased to aid you or your staff.

Thank you again for the opportunity to provide information regarding vocational training and programs that help persons of limited English proficiency.

Sincerely,

RON HALL,
*Acting Chief,*
*Policy, Coordination and Services.*

Mr. HALL. In this particular component this school year, we are serving 1,372 students. Over the history of the program, we have served slightly more than 9,400 students in the bilingual vocational training program.

Mr. CORRADA. Do you have an estimate as to the size of the eligible population?

Mr. HALL. That figure is difficult to arrive at. We do not have precise data. A number of data sources give us general indications of the size. The 1976 Survey of Income and Education, which was conducted by the Bureau of the Census, indicated that there were some 28 million persons in the United States who have mother tongues other than English, or live in households in which languages other than English are spoken.

Further analysis of these data indicated that of that group, 20.7 million were 19 years and older which is the approximate age range for eligibility for this program.

However, the difficulty with these data sources is that we do not know what percentage of the non-English background population are of limited English-speaking ability, or how many persons of limited English-speaking ability need job training and/or assistance to improve their employability.

We do have some plans underway through research conducted under title VII of the Elementary and Secondary Education Act, part C, which authorizes a program for research and information gathering on the need for bilingual education.

We are working currently with the census to develop a study which we hope will be completed in 1983. Dr. Chapman happens to be the project officer on that particular study, and we think it will give us some better information. But we do have the problem of determining how many non-English-language-background persons of limited English-speaking ability are in that group, and how many need job training.

John, do you care to add something?

Dr. CHAPMAN. This study with the Bureau of the Census was initiated several years ago. It is intended that this study will respond to a congressional mandate in the 1978 amendments to the Elementary and Secondary Education Act in which the Congress directed us to come up with estimates by language and by State of the number of limited English-proficient persons in the country.

The goal of this study is consonant with the need for data for this program as well as for title VII.

Assuming a successful outcome of this rather difficult study, we expect to be able to provide, in 1983, data by language and by State of the number of limited English-proficient persons in the country.

Furthermore, we ought to be able to relate that information to anything which is in the 1980 census long form. As you are aware, there are a lot of questions which relate directly and indirectly to the target population of this particular program in the 1980 census long form.

The results of this study should represent a giant step forward in our knowledge about this population, both children and adults. It will enable us to provide a much better and more solid estimate of the number of persons in need of this program.

But at the present, as Dr. Hall mentioned, our data are limited to sources such as the survey of income and education, which provides information on the non-English-language-background population without any real hint as to what percentage of that population is limited in its English-speaking ability or limited in its English-speaking proficiency.

Furthermore, we do not, on the basis of SIE, have any data on the number of people who need job training. So in 1983, we should be able to respond to this question, but at this point, we are severely limited in our ability to estimate the target population for the bilingual education training program.

Mr. CORRADA. Of course, I am concerned that the lack of clear identification of the need may ultimately affect adversely budgetary and other kinds of decisions that are made in terms of resources to be committed to this kind of program.

Based on studies, it is indicated that this program has shown success in the past. I think that with diminishing Federal resources that have been allocated to some of these programs, we should target precisely those areas where we know that this extra effort would be necessary in terms of providing people with the kinds of skills that are necessary to get a job.

When we talk about people with limited proficiency in English, evidently that bilingual vocational training will result in providing an added skill so that those individuals will be in a better position to get a job, as indicated in the studies.

Do you have any comment on this phenomenon that many of the trainees actually were employed, but not necessarily in jobs that were directly related to the training that was provided as a possible indication that simply because they received this added skill of understanding the vocation, that the better understanding of job environment and so on, because of the bilingual vocational education, that they were better prepared to get a job in that particular training or any other job?

Mr. HALL. I would like Dr. Naber to comment on that since he has worked more directly with individual projects, but I think that particular finding—and I assume you are talking about the approximately 29 percent of trainees who, after 8 to 11 months were not in jobs closely related to their training—that finding can have both positive and negative sides to it. For one thing, the job market may have changed during the period of training of these individuals.

Also, the entry into the labor force could have opened up a lot of avenues of opportunity. I think you are quite correct that one of those—and I am just speculating—one of those benefits might have been that the added fluency in the English language and the vocational skills opened up a lot of opportunities for those individuals.

Dr. Naber, do you have any comment on that?

**STATEMENT OF RICHARD H. NABER, BRANCH CHIEF, POSTSECONDARY AND VOCATIONAL PROGRAM DEVELOPMENT, OFFICE OF BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS, U.S. DEPARTMENT OF EDUCATION**

Dr. NABER. The key to the problem is the fact that they received job training and job-related English training to such an extent that many of them receive promotions or they become encouraged to go back to school, complete further training, and then secure better jobs.

The other part of the problem is that, although they did not get the job in the directly related occupation, there were peripheral jobs, similar jobs in the occupation in which they obtain placement.

Mr. CORRADA. It would thus seem that they were benefited by the training, because those results, although not the results directly to be accomplished by the training in terms of providing a job in the specific area of training, did result in those individuals being able to become gainfully employed.

Would you elaborate on that?

Dr. NABER. You are absolutely right, because the data we received in the independent evaluations by the projects show that the individuals are employed 85 to 100 percent in jobs and the followup that is required, without Federal funds, showed that the remaining jobs are through promotion or moving out of the area into better-paying jobs in another locale.

Mr. ERDAHL. Mr. Chairman, will you yield?

I think that is significant because the goal of vocational training would not necessarily be to keep one in the vocation he started out with. I am sure sometimes that happens, but it seems to me this is a good endorsement of the concept because what it has done is broadened the opportunities or increased the latitude that people

have, the whole mobility of choice, which should be one of the goals, generally, of education.

So I think that is a significant point you have touched on, Mr. Chairman.

Mr. CORRADA. I thank the gentleman for his comment.

We know, of course, that there is some overlapping in different programs like the CETA programs, migrant programs and the regular vocational education programs.

Is there sufficient coordination and cooperation between these or is there a more effective way to administer resources provided for these purposes?

What is your comment on that?

Mr. HALL. Mr. Chairman, I can say that in the approximately 1 year that this program has been administered in the Office of Bilingual Education and Minority Languages Affairs, we have taken several steps to improve our coordination with the other parts of the Vocational Education Act.

I cannot say that we have made similar efforts with the Labor Department. We have not made any direct approaches in that regard. But we have had several meetings with the staff of the vocational education programs to discuss problems, for example, in identifying the estimated need in individual States and how to get better data sources for those States so that they may use that portion of the basic grant set-aside that could be directed to limited English-speaking adults in individual States.

We have also discussed successful techniques and strategies and we have, through the Clearinghouse for Bilingual Education, put together a packet of information and synopses on projects that were operating last year. We will repeat that activity this year.

I think you have a copy of one of our studies "Assessing Successful Strategies in Bilingual Vocational Training Programs" which we will disseminate throughout the States to State vocational education directors.

So we are trying to accomplish better coordination and to provide as much information as we can to the regular bilingual education network of support services throughout the country, trying to inform them of successful strategies in bilingual vocational training, of the need, and of kinds of processes that seem to be working.

We have had some coordination also with the Bureau of Indian Affairs. I did not mean, incidentally, to indicate that we had not done anything with the Department of Labor, but we have had more direct contact with our own units within the Department of Education to try and disseminate this information and improve the quality of what is going on in the field.

Do you care to add anything, Dr. Naber?

Dr. NABER. I should say, also, there is a joint report from the Secretary of Education and the Secretary of Labor, which is required under the statute on the status of bilingual vocational training.

Mr. CORRADA. Let me ask you three questions.

What is the major age group served by this program currently?

Mr. HALL. The 1980 study indicated that the largest age group was the 22- to 34-year-old age group. That was in the subpart 3 programs. You have a copy, I think, of that study.

I should note that that study included in the sample, subpart 3 programs as well as programs funded by other sources. So you have to look very carefully, but for the subpart 3 programs, I believe the largest age group, approximately 49.1 percent were in the 22- to 34-year-old age group.

Mr. CORRADA. Are the programs mainly out-of-school programs?

Mr. HALL. Yes; they are. The law requires that all participants be unemployed or underemployed adults or out-of-school youth.

Mr. CORRADA. Do you have a proportion that you could tell us about?

Mr. HALL. We do have an additional handout, if the committee would be interested, that specifies the number of recipients for 1980 and 1981 among community colleges, institutions of higher education, local education agencies, nonprofit agencies, and State agencies.

Mr. CORRADA. We would want to have that for the record.

Mr. HALL. Would you care for that now?

Mr. CORRADA. If you have it available. If not, you can furnish it.

[Information submitted by Ron Hall follows:]

BILINGUAL VOCATIONAL TRAINING PROJECTS

| | 1980 | 1981 |
|---|---|---|
| COMMUNITY COLLEGES | 5 | 3 |
| INSTITUTIONS OF HIGHER EDUCATION | 2 | 3 |
| LOCAL EDUCATION AGENCIES | 0 | 1 |
| NON-PROFIT AGENCIES | 2 | 8 |
| STATE AGENCIES | 1 | 0 |

BILINGUAL VOCATIONAL INSTRUCTOR TRAINING PROJECTS

| | 1980 | 1981 |
|---|---|---|
| COMMUNITY COLLEGES | 0 | 1 |
| INSTITUTIONS OF HIGHER EDUCATION | 3 | 5 |
| LOCAL EDUCATION AGENCIES | 0 | 1 |
| NON-PROFIT AGENCIES | 1 | 0 |

| APPLICANT NAME | STATE | LANGUAGE OR ETHNIC GROUP | # OF TRAINEES PER FY 81-82-83-84-85 | OCCUPATION | GRANT AWARD | ANTICIPATED $ 82-83-84-85 |
|---|---|---|---|---|---|---|
| San Jose Community College<br>099AH10001 | CA | Spanish | 50 - - - - | Industry & Business Trainees to become Bilingual Vocational Teachers | $199,819 | |
| Cal. State Un. Long Beach<br>099AH10005 | CA | Spanish | 50 50 50 - - | Vocational Instructors to become Bilingual Vocational Teachers | $191,913 | 82- 209,422<br>83- 221,892 |
| Florida International University<br>099AH10018 | FL | Multi-lingual | 60 60 60 - - | ESL and Vocational Teachers to improve skills to become Bilingual Vocational Instructors | $ 86,311 | 82- 97,000<br>83- 103,000 |
| Montana State University<br>099AH10012 | MT | Indian | 20 20 20 20 20 | Undergraduate students to become bilingual vocational instructors | $230,963 | 82- 240,000<br>83- 240,000<br>84- 240,000<br>85- 240,000 |
| Los Angeles Unified School District<br>099AH10003 LEA | CA | Spanish<br>Chinese<br>Japanese | 30 - - - -<br>4 - - - -<br>4 - - - - | Bilingual vocational instructors in medical/ Dental Care, machine shop, clerical, auto | $109,820 | |
| University of San Francisco<br>099AH10013 | CA | Spanish<br>Chinese<br>Vietnamese | 10<br>10<br>10 | Bilingual Vocational istructors & counselors in electronic/mechanics ESL & clerical/secretarial skills | $221,674 | |
| New York University<br>099AH10002 | NY | Spanish | 20 30 30 30 | Provide vocational instructors with practices of bilingual education & job related ESL | $159,500 | 82- 240,000<br>83- 240,000<br>84- 240,000<br>85- 240,000 |

| APPLICANT NAME | STATE | LANGUAGE OR ETHNIC GROUP | # OF TRAINEES PER FY 81-82-83-84-85 | OCCUPATION | GRANT AWARD | ANTICIPATED $ 82-83-84-85 |
|---|---|---|---|---|---|---|
| Everett Community College<br><br>077AH10034 | WA | Indo-Chinese | 68 93 - - - | Home Care Providers<br>Home Day Care<br>Food Technology<br>Kitchen Managers<br>Dining Rm. Supervisors<br>Working Chefs<br>Welding | $160,347 | 82- 140,710 |
| UCLA<br><br>077AH10031<br>IHE | CA | Spanish | 40 - - - - | Dental Assistant | $375,586 | |
| City College New York<br><br>077AH10011 | NY | Spanish | 60 - - - - | Building Maintenance | $184,608 | |
| Board of Education City of Stamford<br>LEA<br>077AH10015 | CT | Spanish | 60 60 60 60 - | Machine Operator<br>Clerical Skills | $165,804 | 82- 171,890<br>83- 195,020<br>84- 200,575 |
| Cross-Cultural Education Center Park Hill<br>NON-PROFIT<br>077AH10060 | OK | Cherokee | 150 150 150 - - | Construction<br>Trade (1) electrical<br>(2) general carpentry<br>(3) plumbing,<br>(4) masonry (5)<br>construction bidding | $124,861 | 82- 125.736<br>83- 132,022 |
| Chinatown Manpower Project, Inc.<br><br>077AH10009 NPO | NY | Chinese<br>Korean | 80 80 80 80 80 | Typing<br>Office Aide Training<br>Entry level clerical<br>bookkeeping | $282,307 | 82- 301,820<br>83- 324,457<br>84- 348,792<br>85-374,950 |
| | | | | | | |

| APPLICANT NAME | STATE | LANGUAGE OR ETHNIC GROUP | # OF TRAINEES PER FY 81-82-83-84-85 | OCCUPATION | GRANT AWARD | ANTICIPATED 82-83-84-85 |
|---|---|---|---|---|---|---|
| Metro State College Denver<br>077AH10018 | CO | Spanish<br>Laotian<br>Vietnamese | 180 180 180 180 180 | Hotel, restaurant<br>Food Services<br>Health Services<br>Business & clerical Industries | $288,119 | 82- 312,922<br>83- 344,214<br>84- 378,635<br>85- 416,499 |
| Bronx Community College<br>077AH10065 | NY | Spanish | 210 210 210 210 - | Building maintenance & repairs<br>House Management<br>Boiler Maintenance and Repairs | $165,778 | 82- 179,345<br>83- 195,486<br>84- 213,080 |
| China Institute in America<br>077AH10040 NPO | NY | Chinese | 72 72 72 - - | Chinese Chefs | $396,300 | 82- 379,351<br>83- 379,351 |
| Solidarida Humana, Inc.<br>077AH10088 NPO | NY | Spanish | 70 70 70 70 70 | Data Entry | $151,008 | 82- 151,076<br>83- 163,000<br>84- 175,000<br>85- 190,000 |
| Houston Community College<br>077AH10022 | TX | Spanish | 60 60 60 60 - | Air conditioning Heating Technician | $162,662 | 82- 150,000<br>83- 150,000<br>84- 150,000 |
| Boston Indian Council<br>077AH10063 NPO | MA | Micmac Indian | 42 - - - - | Electronic Testers and Inspectors | $137,238 | 82- 155,115 |
| H.A.C.E.R., Inc.<br>077AH10019 NPO | NY | Spanish | 160 160 160 - - | Micro-computer Technology | $137,897 | 82- 143,806<br>83- 159,162 |
| Asians for Job Opportunities in Berkeley NPO<br>077AH10095 | CA | Asians<br>Spanish | 30 - - - - | Clerical and Business Machines | $204,877 | |
| Community Research Action Center<br>077AH10025 NPO | CA | Korean | 60 60 60 - - | Para Accounting Skills | $183,108 | 82- 280,000<br>83- 280,000 |

Mr. HALL. This handout also includes a listing of the current bilingual vocational training projects, the current bilingual vocational instructor training projects and specifies the type of recipient, the State, the language group, the number of trainees for this year, as well as projections for the next 4 years, the occupations that are included in those current projects, the amount of the grant award and the anticipated request for the outyears.

Mr. CORRADA. Do you have figures as to the proportion of women participating in the program?

Mr. HALL. Again, the 1980 study that was done by Kirschner Associates indicated that in the subpart 3 programs, 58.7 percent of the participants were women.

Mr. CORRADA. Finally, does the bilingual vocational education program include an active job search component to place participants exiting the program?

Mr. HALL. Yes, sir, it does. I think the placement rate, as indicated by the individual reports that we got back from these projects, verifies that there is an active job placement activity going on.

In the bilingual vocational training programs funded by the Department, a job placement counselor is required in the projects. That is a very active part of each individual project's activities.

Mr. CORRADA. I would like to yield to the distinguished member of the minority, my colleague, Mr. Erdahl.

Mr. ERDAHL. Thank you, Mr. Chairman.

Several places in your report, you talk about multilanguage. Does that mean the courses might be offered in a combination of Spanish and English or what does that refer to?

Mr. HALL. That refers to the capability of the staff to provide vocational instruction in a number of different languages and the non-English languages of the trainees who are participating. For example, in a particular community, you might have trainees who come from—for example, in Los Angeles, Spanish, Chinese, and Japanese backgrounds. The staff of the project are competent in providing that vocational instruction through those three languages.

Mr. ERDAHL. My understanding is that the block grant approach in vocational education is contained in some papers floating around in the Department. What are the odds that bilingual vocational education would survive in such a system?

Mr. HALL. I will turn to Dr. Chapman to respond to that question.

Dr. CHAPMAN. I don't think I have a lot to say on that. The Kirschner report examines many projects that do not receive funding from this program and certainly that is one indication that agencies are interested in bilingual vocational training.

It seems to me that an agency has to be interested in some sort of multilingual approach if they have got the candidates for it.

I would not want to speculate on what the likelihood of the same amount of effort being expended in bilingual vocational education training in the absence of a specific discretionary program for it.

I think that requires a better crystal ball than I have. It is clear to me, however, that there would be some survival. Of the projects dealt with by the Kirschner report, only a fraction of them were actually funded by the bilingual vocational training program.

Mr. ERDAHL. I would hope we would not abandon a commitment in this area, either, in the Department of Education or in related areas. I am not trying to say the $4.0 million is not a lot of money, but we are anticipating spending that in a couple of B–1 bombers. We have seen reports where this bilingual program will enable people to become more productive, participating members of our society. At the same time, I think that is not to say they are not learning English skills along with it which is still the main language in our country.

I think that is still something we should be striving for to enable people to get some meaningful skills for self-fulfillment and everything else in their native language.

Many of these people are not American-born. I would hope, Mr. Corrada and Mr. Chairman, that this is a commitment that this Congress and this administration does not abandon.

I want to commend you very much. I know your ongoing interest and concern for a lot of people who have benefited and hopefully benefit in the future from such programs.

Thank you very much.

Mr. CORRADA. Thank you, Mr. Erdahl. I appreciate your remarks and your statement.

Of course, I share the belief that those who have limited proficiency in English should develop as quickly as possible that proficiency in English which is the prevalent language of our Nation and at the same time that bilingual programs allow these people to become more skillful in being able then to get a job while this process of learning English and becoming proficient in English is going on.

Ultimately, the way people can become better educated as human beings and reach better command of language, both English as well as their native tongue, is through this process of being able to get a job, have a social exchange with other members of the community and through that process becoming incorporated into the economic, social, and political life of the country.

Mr. Hall, you mentioned Puerto Rican Americans were particularly successful in this program. Why is that?

Mr. HALL. I really do not know the answer to that. I am not sure that the study looked specifically at the factors affecting the success rate of the Puerto Rican Americans.

I would be happy to look into it further and perhaps talk with the study director and see if I can add something to the information on that, if you wish.

Mr. CORRADA. Finally, if the Congress were to continue this program, which one or two major improvements would you suggest that we make?

Mr. HALL. As we have noted in our written testimony, studies of the program do indicate that some additional attention needs to be given to two areas: recruitment, and improving the training and job match during and after the training has occurred.

We will be looking at those problems over the next few months as we enter a new funding cycle and looking at ways to improve the dissemination of information about this program and about successful strategies that have been developed.

We know particularly that joint planning between the project planners and the employers in the local area is particularly significant in increasing the likelihood that trainees will have a successful program.

So I think that there are a number of areas that we are particularly interested in, like recruitment and needs assessment, to improve determination of the kinds of jobs available in the local economy and that can absorb these individuals as they come out of training.

I wonder if my colleagues have anything to add to that. I feel sure that when the administration does define its position on the legislative proposals, we will be in touch with the subcommittee with some suggestions.

Mr. CORRADA. Thank you very much, Mr. Hall and Dr. Chapman and Dr. Naber, for appearing today in this hearing and answering our questions.

We appreciate your presentation. Thank you very much.

We will now ask the next two witnesses to step forward, Mr. Saul Sibirsky and Mrs. Mary Galvan and Ms. Kincaid.

We will now proceed with the testimony of Mr. Sibirsky and Ms. Kincaid jointly and after that, we will hear Mrs. Galvan.

Mr. Sibirsky and Ms. Kincaid, your written testimony, of course, will be made part of the record of these proceedings.

You may now proceed.

## STATEMENT OF JILL KINCAID, STAFF ASSISTANT, LEAGUE OF UNITED LATIN AMERICAN CITIZENS

Ms. KINCAID. Thank you. Good morning, members of this House Subcommittee on Elementary, Secondary, and Vocational Education.

I am Jill Kincaid, staff assistant for the League of United Latin American Citizens [LULAC]. LULAC is this Nation's oldest and largest Hispanic civil rights and service organization with a membership of over 100,000 in 44 States.

Since its inception in 1929, LULAC has been firmly committed to working for educational opportunities for our community.

Bilingual vocational education has, in our opinion, provided productive opportunities for our youth to learn a skill and secure a responsible place in American society.

According to the 1980 census figures, the population of Hispanic Americans numbers 14,605,883. Hispanics comprise 6.4 percent of the total U.S. population and are the fastest growing group in the United States due to higher birth rates, larger median family size and continued immigration.

Since 1970, the number of Hispanics living in the United States has increased by 61 percent while the national population overall has grown by only 11 percent. Between 1970 and 1980, approximately one of every four new U.S. residents was Hispanic.

Of the 14.6 million Hispanics, 42 percent are under the age of 18, compared to 28 percent of the white population. As evidenced by this data, it is obvious that the Hispanic community is in serious need of educational and vocational training for its young population.

Hispanics make up 5 percent of the total U.S. work force, occupying predominantely less-skilled, low-paid, entry-level jobs. Hispanics account for 6 to 7 percent of the country's unemployed, resulting in an unemployment rate for Hispanics which is about 50 percent greater than the overall rate.

Hispanic youth aged 15 to 19 have consistently higher unemployment rates (20.6 percent) than their white counterparts, twice the unemployment rate for all Hispanics (9.1 percent), and thrice the unemployment rate for the total population (1979 data).

Much of this dilemma may be attributed to the problems Hispanics, like all persons of limited English-speaking ability, have with communication in the English language.

Spanish U.S.A., a study conducted June 1981 by Yankelovich, Skelly & White, Inc., for the SIN National Spanish Television Network, revealed that 90 percent of the adult Hispanic population speak Spanish and 43 percent speak "only enough English to get by."

Of 54 percent of Hispanics reporting that they have difficulty in English, 16.5 percent were enrolled in school. Data from the U.S. Bureau of the Census Report, School Enrollment-Social and Economic Characteristics of Students: October 1978, indicates that at the age of 19 years, 38.2 percent of Hispanics are not enrolled in school and have not graduated from high school.

Language barriers are among the contributors to continued high dropout rates in schools and limited employment opportunities with virtually no upward mobility.

Bilingual vocational education is helping to improve the employment situation of Hispanics by providing them with the motivation to realize their potential in the learning and application of marketable skills.

In discussions with various directors of bilingual vocational education programs, we have found that oftentimes the primary participants in these programs are Hispanics, and the placement rates are reportedly very high.

These sources indicate that the most successful programs are those which integrate vocational training and training in the English language of the trade.

Excessive costs and high dropout rates are often the results of many programs which attempt to teach survival English before vocational instruction begins, because trainees are unable to see practical results of their instruction.

Programs which teach English and marketable skills simultaneously appear to be the most cost effective and successful in motivating trainees to continue instruction and increase their employability status.

This approach should serve as the foundation for any changes that may be made in reauthorizing this act.

Although bilingual vocational education programs which teach job-specific English are cost effective, Federal budget cutting is resulting in the elimination by the States of many English-as-a-second-language instructors.

The deprivation of qualified bilingual instructors is a serious mistake because persons of limited English-speaking ability must be provided job-related English training from persons who can

communicate with them, understand cultural differences, and motivate them to continue learning and applying the English language.

It appears that this administration is pursuing a very contradictory policy of rhetorically referring to its intentions to make Government more effective while failing to substantively provide the necessary means for accomplishing this objective.

Perhaps the administration's interest is to merely reduce government without insuring the survival of programs which are opportunity creating as bilingual vocational education.

We would strongly recommend that reauthorization legislation and/or budget appropriations for this program be drafted in a way which assures that sufficient English-as-a-second-language instructors will be provided to program participants.

To continue a program which is unable to be provided this key resource would be counterproductive.

According to preliminary data of the Vocational Education Civil Rights Survey, U.S. Department of Education, Office for Civil Rights, in the fall of 1979, Hispanics occupied only 1.8 percent of the total full-time vocational staff in institutions with five or more vocational programs.

Other minorities with different language backgrounds occupied only 1.1 percent of the total staff. More minority staff members would provide needed role models for students adapting to a different culture and language.

This data reflects another glaring discrepancy with the administration of these programs. The inability to employ qualified Hispanic bilingual vocational education instructors is unacceptable if the program is to effectively impact Hispanic youth.

This is not to say that only Hispanic instructors should be hired but, frankly, 1.8 percent is a paltry number and certainly can be improved upon.

We have found that oftentimes, having minority bilingual instructors to serve minority youth of the same culture makes for the most conducive and effective environment for success.

However, we must be aware of another shortcoming which is the poor monitoring of special employment and affirmative actions statutes.

We are very concerned that under this administration, the need to hire Hispanic instructors to comply with civil right provisions will go largely unattended.

There must be stronger enforcement of these provisions to insure compliance. In addition, there should be more attention given to the type of training being provided to instructors of bilingual vocational education programs.

Such training should emphasize the practical utilization of language skills for vocational training.

In closing, we would like to emphasize our opposition to any effort to consolidate this program into any type of State or local block grant.

It has been our experience that State governments have chosen not to become involved in this program on a matched basis. Furthermore, we are hard pressed to find a consistency by States to effectively coordinate bilingual vocational education programs with local CETA programs, and we are hard pressed to identify a firm

commitment by States to exercise their role of statewide planning and development of vocational education/CETA programs, and how they relate to bilingual vocational education.

Frankly, we see little evidence that States would or could manage and administer this program to people most in need. We feel that the Federal Government should exert more oversight as to the implementation of this program in affirmative action, equal employment, and evaluations of effective models.

It has been our community's experience to observe and feel the brunt of the budget cut process. We look to members of this committee to better analyze the consequences of the administration's proposals and insure that those programs effectively meeting the needs of the disadvantaged are enhanced and given the opportunity to continue and improve their delivery.

Bilingual vocational education should be treated in this manner during the reauthorization process.

Thank you.

Now I will turn to Mr. Saul Sibirsky for the remainder of our testimony. Mr. Sibirsky is bilingual vocational education consultant for Connecticut State Department of Education.

Mr. CORRADA. Mr. Sibirsky, you may proceed.

## STATEMENT OF SAUL SIBIRSKY, LEAGUE OF UNITED LATIN AMERICAN CITIZENS

Mr. SIBIRSKY. Thank you, Congressman. It is a pleasure to do so.

I am not Spanish-surnamed, but I am Hispanic. I come to you as a member of LULAC, as the bilingual vocational education consultant of the department of education in Connecticut, as someone who has worked in this area in education in general here and in Latin America for many years.

To add to what Ms. Kincaid testified, I will succinctly summarize what I consider some of the major accomplishments and problems in bilingual vocational training and suggest some recommendations.

In the area of accomplishments, for one thing, bilingual vocational training has put the needy, the disadvantaged and disenchanted that have been able to get an opportunity to participate in the programs to work to develop marketable skills.

The placement rate—that is the name of the game as we say in the field—is extremely high. We know it varies from 85 to 100 percent.

Furthermore, and as was discussed previously with Mr. Hall, many of the participants not only enter gainful employment, but at the same time, continue with further training or further studies or delay entering the labor market in order to further their studies and/or training.

It is encouraging and heart rending sometimes to see how many of them, even displaced homemakers with four or five children with limited English proficiency after experiencing a good bilingual vocational training program, complete their GED and look for higher skills in the trade in which they began to prepare themselves. It works.

Another accomplishment is that the procedures that are used are highly successful, not only on people placed in gainful employment

with career ladder, but also because bilingual vocational training is vocationally oriented.

It is very practical and it works. The integration and coordination of bilingual trade instruction with job-specific ESL's is one of the key methods to explain the success.

The integration and coordination of counseling with what some of us call life skills, consumer education, banking, housing and so on, the referral to organizations when necessary for any social service needed by the trainees, this coordination of various components is a key to understanding the success of the bilingual vocational training programs.

The practical approach to the teaching of basic education is extremely critical to understand the success of the approach. It is not math that is taught, to give an example, in these programs. It is shop math and that makes more sense to a trainee and it is a highly motivating factor.

I could give many more examples of that.

Another key accomplishment is that once you provide a bilingual vocational training program as occurs in the successful vocational programs, an informal network immediately develops.

Once a community has seen an effective bilingual vocational training program in its community, in its city, in its town, the next time around when a new program is announced, the number of candidates increases more than significantly.

That informal network is a key to the success of the program, a key indicator, not only to extremely high placement rate.

Another accomplishment—we owe very much to the Department of Education. Very helpful tools were developed with funds provided by the Department.

Ms. Mary Galvan, to my right, directed the team that developed the bilingual vocational or all-proficiency test and we now have an excellent tool to measure the limited English proficiency of candidates in the oral skills of English.

There is the assessment of successful strategies in bilingual vocational training programs. There is the Kirschner study on minimum competencies that bilingual training instructors and job-specific instructors should have.

There is development of socioeconomic studies on how to develop bilingual education training programs so that we have very helpful tools and that is an accomplishment since we are speaking of a relatively new field nationally.

Finally, the last accomplishment I would like to single out is that not only are we reaching nationally adults for English proficiency with this approach, but also, out-of-school youth and we know the dropout rates are exceptionally high in our major cities all over the country.

We know that it is very difficult to reach the out-of-school youth and particularly in our Hispanic constituency that it is a tragic problem.

Thousands and thousands of individuals leave school and very often it is hard to blame them for doing so. They don't see a road ahead of them that is positive. The bilingual vocational training approach has shown also that it is an extremely helpful tool to get them back to school and to get them, at least if they don't go back

to formal school, to learning-situation environments at least to develop marketable skills and begin to develop what is necessary to become a person with motivation with self-esteem and to be a productive member of society.

In the area of problems, one of them is—since we are talking about relatively new field—lack of knowledge on how you do it in the various components.

Job-specific, bilingual training instruction, vocational counseling, et cetera. We need more knowledge.

Another problem is that bilingual vocational training programs have not been replicated sufficiently. There is still lack of knowledge about the bilingual approach and we need to replicate the programs.

We have shown that they are successful, they are effective and at least just as effective as any other training approach.

We need to get LEA's, community colleges, vocational technical schools and so on to replicate the programs.

There are not enough programs vis-a-vis the demand. We know from statistics that in this case, how large the Hispanic population is in the country, and even though we don't have hard data on English-proficient Hispanics, we know from experience, it is an extremely high number and we are far from seeing the demand.

What we need to do is have more programs of this type.

We don't have enough bilingual components in the traditional training program for English-dominant persons.

Not only are they not replicating the bilingual vocational training programs, they are also not adding bilingual components and that is a pity, because it would be extremely cost-effective and reach more of that population than is reached, a very small insignificant percentage now.

Another problem is the lack of bilingual training instructors, bilingual-related educational instructors and job-specific ESL instructors.

Related to this problem is the fact we need more bilingual vocational instructor training programs for craft persons. People who have been trained already have a higher education degree, but we need training of craft persons in much larger numbers.

It is very hard to find bilingual craft persons with sufficient work experience. Not enough are trained to teach. We need more bilingual evaluators and hardware and software to assist in a culture bias-free way out to an interest of candidates.

That is a critical component of bilingaul vocational training as it should be of any training program and we need more trained people, more materials for hands-on, especially hands-on type of assessment.

As the last problem, we need more—this is an old problem, not only in training programs—we need more coordination and articulation between institutions offering and delivering service.

Those providing basic education, those providing ESL, those providing social service, referral service, need to coordinate more and articulate more in a sequential way the bilingual vocational training programs in many, many States.

Finally, in the area of recommendations, my first recommendation is that there be, instead of the same amount of funds or less

funds, there be more funds provided. This may be difficult to say nowadays, but more funds are needed and they should remain a national discretionary program.

We are talking about a new field relatively that is not only vocational, it is bilingual. There are a lot of apprehensions because of lack of knowledge of what we do in bilingual education and I am afraid that if we become a part of the block grant, we are just going to disappear.

In Spanish, we say, "a veces pagan justos por pecadores"—sometimes the just pay for the sinners—and it will be a pity.

We have a very good approach and proven approach and it should remain at least for several more years as a national discretionary Federal program.

Another recommendation is there should be more training for persons to become bilingual trained instructors, also to become bilingual aides.

It is not possible to identify bilingual instructors for many cases.

There should be more training of ESL instructors in the job area. Many of them have to drop traditional thoughts about the English second language approach that should be used, and learn the techniques of jobs ESL.

We need more interagency cooperation. I am very proud of what we began to do in the State of Connecticut.

Mr. CORRADA. Excuse me.

Mr. SIBIRSKY. We are very proud of what we began to do. The State government in Connecticut has an interagency cooperation between the department of human resources and the department of education in the bilingual education training area. We have pooled funds. We are sharing with the division of labor different components of the program, and we need more and more of this interagency cooperation, and if that can be somehow mandated, it would be extremely helpful.

We need more, as I stated; we need more programs of this type, and more bilingual components.

We are going to have three programs for displaced homemakers that will add bilingual components, and I expect that it will be a way for us in Connecticut to prove that the training approach, the bilingual training approach, is a correct one.

We need more of that.

More emphasis should also be put on out-of-school youth before it is too late, before we have many thousands more each year without skills and without hopes and not be productive members of this society.

Finally, we need to have programs in LEA's, community colleges, vocational schools in larger numbers.

Instead of speaking of limiting English-speaking ability, we should speak of limiting speaking proficiency, because many occupations require higher reading skills than some other occupations which only require basically sufficient oral skills, speaking skills, and by referring to the four skills in language acquisition, you would make it easier for us to accept, to get agencies to accept, that they need to train not only in machine shop, either, but also in other areas that require more knowledge of English which many of our candidates have.

They are no longer that limited in oral skills, but still quite limited in reading and writing skills.

Thank you very much.

Mr. CORRADA. Thank you very much for your excellent presentation.

Before we go into the question-and-answer period with the two panelists, we will listen to the testimony of Mrs. Mary Galvan, and then after that, we will have questions for the three witnesses.

Mrs. Galvan, please.

## STATEMENT OF MARY GALVAN, EDUCATIONAL CONSULTANT

Mrs. GALVAN. Thank you, Mr. Chairman, members of the committee.

I was recognized as I came in this building this morning as a schoolteacher. Your guard looked at me and said, "You must be a schoolteacher," and I said yes, but I have a unique situation with bilingual vocational education right now. I am an independent consultant working out of Austin, Tex., and since the law was passed back in 1974, I have been a consultant to bilingual education all over the country.

I have consulted with the staff of the Department of Education. I have been in virtually every project that has been funded up until the current year. I have been a part of the research and curriculum development. In other words, gentlemen, I have been there.

I have been in the projects, and I would like to talk today about the observations I have made and the things we can document in these projects that I have seen.

In most—no, I will make it stronger—in any Federal legislation after a few years of practice, we are able to cite certain successes. In every piece of Federal legislation that is a good piece of legislation, we are able to cite successes, but in this particular act, bilingual vocational education, we are unable to cite any failures.

I am telling you that as fact. We have not had a single project anywhere in the country that has been a failure, and that is a claim that cannot be made by many funded projects.

Now, how do I define success when I talk about success in this program?

In the first place, I define it in terms of education—people don't drop out of the program.

You heard Mr. Hall say our retention rate in the program is something like 95 percent. Fewer than 5 percent of the trainees who come into our program drop out, and when you consider we are training people, reaching out to train people who have had a history of academic failures all of their lives in educational programs which did not serve them well, that high retention rate is very, very important.

We have had an extremely high placement rate. As readers of the proposals at the Department of Education, we are told that if a project proposal will not take the responsibility of getting at least 85 percent of its graduates placed on jobs, we are not to fund them.

It can be done, and we know there are proposals that are willing to take that responsibility, and, consequently, the lowest placement rate we have had anywhere has been 85 percent, and the average is above 90 percent.

The followup that we have made of the various projects around the country have indicated the following.

Not only are we able to place above 90 percent of our people on jobs, but these people are promoted. We have been able to track one promotion on the job after another within 12 or 14 months of employment.

We have also noticed that many of our graduates, once they are on the job, elect to go on and do more education which they pay for themselves out of the money they earn on the jobs we have placed them on.

We have noticed a significant number of our trainees not only are working, but they own their own business.

There is a sense of independence, able to work on their own, that they have never known before.

Our graduates are invariably not only wage earners, but they are taxpayers.

One particular project I will cite directly is Miami, Dade County College.

The first year of this funding they were funded at the level of $158,000. They trained 100 people and placed all of them on jobs.

At the end of their first 12 months of work, those 100 people had paid $66,000 in taxes. That is not what they earned. That is what they paid in taxes, and this rate is what we can document all over the country.

In other words, our graduates pay back to the Government in taxes the total amnount of their training in something like 2½ years.

I think we need to look in terms of this program in terms of what has been done that has made it successful and the kinds of issues I hope you will protect in the reauthorization.

In the first place, I think as much as we have been able to do, we have stayed with good, clear objectives that were consistent with the law.

In the first place, we have challenged all of the projects to recruit from the poorest and the people who are most in need of training.

We have challenged projects to go down and stay at the welfare office and recruit people from that office to come into training.

Mr. Sibirsky mentioned a test that we have just written under this project, the bilingual oral proficiency test.

In order to get in one of our projects, you have to fail this test. In other words, we recruited for people who have the most limited English that we have been able to find, and then we have a post test with this that indicates at the end of the year that they do, in fact, have the language that it takes to work.

We also work very carefully at using the bilingual approach to teach vocational education. There is not a minute that our trainees are in vocational training that they are not aware of what is going on in their instruction program.

Nothing is sadder in vocational education than to place a person who does not have the English to learn in a class where the class is being taught in English, or to tell a limited English speaker, you cannot come to vocational training until you have learned enough English to make yourself fit for this training.

We can take a person, and he can be safe and secure in the shops and be learning from the first day.

We meet the requirements of the law that by the time the graduate comes out of our program, he has the English of the job. We don't care about the basic English or the English of other activities. What we say is that whatever English is required for him to be a wage-earner, that English we will teach him. We have adapted our instruction to the needs of the learner.

Where we have seen certain cultural groups learn in a given way, they have adapted our instructions so their best skills of learning are used. We have trained instructors to guarantee success. What we have done is to challenge our instructors to say, don't stop until the person has been successful at learning this bit of English or this skill. Don't add more instances of failure as you are trying to teach. Our focus is on success.

We have used every hour of instructional time to teach both vocational skill and the English that are going to be required on the job. If they are in training for 20 weeks, they get 20 weeks of English and 20 weeks of vocational training.

They get equal amounts of each, and it takes that long to develop both the vocational and language skills.

I can't emphasize how important it is not to delay a limited English speaker's access to vocational training or to English by not teaching them simultaneously.

We have also taken the responsibility for finding jobs and placing graduates on those jobs. One of the beautiful successes that I could point out now is at least three projects that I can tell you about, the job developer's job that has fallen into some disuse. In other words, he is not having to develop use. The dental assistant program at UCLA has a list of 180 dentists in California who would like to have one of our dental assistants as soon as they graduate.

The job development at the Bronx Community College has fallen into disuse. The jobs are there. We know where they are, and the employers have been so very satisfied with our graduates, we no longer have to get out and scrounge for jobs.

It is important for you to know, in the city of Houston, Tex., we have had 1 year of a project to train air-conditioning repair persons. One hundred percent of them were placed on jobs at the end of the first year. This would not be unusual in the city of Houston, where the employment situation is so very good, but I think when you look at the fact that two projects in the city of New York, where unemployment is astronomically high, we have still been able to place 95 to 100 percent of our trainees on jobs.

Another reason that the projects have been so very successful is that we have made sure that all components of the program have been carefully coordinated, so that when the trainee comes in, he has one program, and he knows what is expected of him.

We have carefully coordinated all the components of job skill training, job-related English, vocational attitudes, cultural and innerpersonal skills that are necessary on the job, along with counseling and job development.

As a part of the 6-year history of the Bilingual Vocational Act, we have produced any number of helpful documents which we use in making better projects.

Now, I mention the oral proficiency test by which now we can be absolutely accountable. The projects, by using this test, can now be accountable to the Congress and to the public by saying we have taken no one into the project who is not a limited English speaker and at the end of the project can say we have trained them in the language it takes to do the job. You have already had citeu the document on assessing successful strategies, and I have been referring to this document in my testimony.

We also have the document which defines the kinds of competences that instructors need for this particular kind of instruction.

The newest and the most—perhaps the most—exciting of all the projects associated with this act is the use of the computer to identify the vocational language of each specific trade.

We are now able to use the computer, and it will tell you exactly what language is needed by each vocational area that is being taught.

States are beginning to look to this model as a way of getting vocational training to limited English speakers.

The State of Kentucky has had a very good project whereby they are trying to shift all services of vocational training to limited English speakers to the bilingual model.

The State of Connecticut has a program; the State of Michigan. The States of Minnesota and Wisconsin are working at services for the limited English speaker using the bilingual mode.

I get a number of calls from prisons who are calling and saying, we have large numbers of limited English speakers in our prisons, and we would like to find the model.

The reason I am citing the fact that States, prisons, and other units are beginning to call for help in bilingual vocation training is that bilingual vocational training is the only vocational training that has yet been described which will serve the limited English speaker at the lowest levels of English proficiency.

There are other programs, like teaching English before job training, which will delay job training, and there are others that will take in—most others will take in people only when they reach the mid or the upper levels of English.

It is only the bilingual educational training projects that are able to successfully train a person when he comes in at the very lowest level of English proficiency.

I would make four recommendations concerning the reauthorization of vocational education relative to bilingual education.

Please reauthorize it as a part of the Vocational Education Act.

I think through this program you will get more bang for your bucks than any program that I know of.

Second, I hope you will protect through the years an appropriation that will let future successes take place.

I realize that we in bilingual vocational education have to take our cuts along with everybody else these days.

What I would be delighted to see in the bill would be that you would protect 1 percent of the budget to go for the limited English

speakers, and we certainly have far more than 1 percent of our people who need services of this sort.

Third, I would like to keep the program as a national discretionary program for this reason: If you start putting the limited amount of money that we have in bilingual vocational into the grants to the States, it will be lost. There will be more States applying than we can make the money go around.

The States will be committed, I am sure, to services to limited English speakers, but I doubt that they are going to be committed at this time to the model bilingual vocational education that we have made work.

We should leave it as a national discretionary model.

The fourth recommendation, I have no right to make this, but I will do it, anyway. That has never stopped me before.

I would like to see the Bilingual Vocational Act sent back over to be managed by the vocational department. Bilingual education has given us good support. The major activities are services to inschool youth and to young children.

I think the vocational department understands our client better and will give us good support.

I thank you.

Mr. CORRADA. Thank you. I really appreciate your testimony from a person that has been working on a very consistent basis for this program and is very familiar with its operation in the field.

I am very much aware of the great contribution LULAC has made over the years to the improvement of the Hispanic people of our country, and the concern about the quality of their education, and we thank you for appearing and submitting excellent testimony, which clearly shows the need for this kind of effort, taking into consideration the data, the statistics that have been supplied with your testimony, as well as other practical observations as to how the program can be improved.

I would like to yield to Mr. Kildee for any questions he may have at this time.

Mr. KILDEE. Thank you very much, Mr. Chairman. I would like to give my support to this program. I think we are in a time right now where all the advocacy that we can get for these programs should be marshalled.

We have seen, throughout the country, among some leaders, a certain lack of understanding of the role of bilingual education in general. I am committed to it. I have been called the father of bilingual education in Michigan. I think it does fulfill a very important role, and when you link that with another very important aspect of vocational education, we have a very, very happy marriage that serves us well.

I have found it, particularly more recently, rather puzzling to me that when we are trying to reindustrialize our country, that we find a lessening of appropriations for vocational education; that vocational education is certainly a key to the reindustrialization of this country.

When we zero it into a group of people who may have been neglected educationally because of a language educational problem, very often the educational community has not addressed itself to what should be a blessing to be bilingual. Sometimes we have

treated that as something to be cured rather than something to be worked with; so I really feel that in bilingual vocational education, we are helping our country, and we are helping a group of people that have been very often educationally neglected and now again perhaps are under attack because of some misunderstanding of what bilingual education really is. So I really think you have a good program which I certainly hope we get reauthorized.

I hope we will have support in the other departments of Government.

Mr. CORRADA. Thank you, Mr. Kildee. We appreciate your comments.

Of course, in spite of an environment of frequent attacks to all programs that pertain to bilingual education at the Federal level, whether it be the title VII programs or this program, the fact is that recently we were successful in preventing on the floor of the House the passage of a very crippling amendment in the case of title VII funds, where there was an attempt to reduce the level of appropriations provided in the Labor-HHS labor appropriation bill of $143 million, as reported by the committee.

There was an amendment to reduce that level of funding for bilingual education programs to $70 million, and we were successful in defeating that amendment on the House floor, so I am certainly pleased by that result that we had, and as Dale Kildee has pointed out, there have been many misconceptions about what bilingual education is, at times both in the minds of its supporters as well as in the minds of the detractors of the program, and yet we were able to get those moneys in the appropriations bill.

Mrs. Galvan, I would like to ask you, have you seen any overlap between the vocational bilingual programs and the CETA training programs, and is there any suggestion or recommendation that you have pertaining to that?

Mrs. GALVAN. To my knowledge, there is not at the present time a great deal of overlap. I wish there were.

It seems to me that the model that we have worked out for bilingual vocational education, and it does have many ways of getting things done, I think it would be the best way that CETA could go.

I am very concerned in my own State, and in California when I travel there, to learn that their policy has been: learn English and then come to us for training. This shortchanges the people, it seems to me.

In addition to the fact that I would like to see CETA move in the direction, the methodology that we have developed, this would be the ideal way for us to serve, for instance, incoming refugees. I feel surely this is the best way to go.

What most of our refugees need, if they are to stay off welfare rolls, is job training, and I think our model is the one that can take them just as soon as they arrive, take them into a vocational training and in the next number of weeks, they can be ready to hold jobs.

I would like to see the criminal justice sections—people who are conducting educational programs within prisons and detention homes—I would like to see them follow this kind of thing.

The ramification of this model of education is one that we ought to be looking at all across the country in many areas, and I certainly see it as one I would like to have a chance to talk with.

Mr. CORRADA. A question I would like to address to you first, Mrs. Galvan, and then to Mr. Sibirsky, or Ms. Kincaid: What do you feel the impact on bilingual vocational programs will be if the Vocational Education Act were made into a block grant or were consolidated within other authorities?

Do you believe the States would choose on their own to fund these programs?

Mrs. GALVAN. Some States clearly do.

I would be very confident in what the State of Michigan would do. I would be confident in the State of Connecticut, where Mr. Sibirsky works.

I would not be confident elsewhere. In my own State of Texas, where we have as many as 23 percent of our citizens who are Hispanic, I have no real confidence that my State would protect the money toward the bilingual goal. I am sorry, I don't.

The best protection for this act, for its results, would be if we kept it as a national discretionary model. I really think the amount of money we have for this, which has always been low, would be diluted terribly if we put it into block grants for the State.

Mr. SIBIRSKY. I have nothing really to add to what she said. I support 100 percent what she said.

I would simply add something that has to do with a question you asked earlier, but it is related. Not only would I keep it where it is now; it needs more funding. It is very underfunded but, in addition, the ESL instruction I would consider as training activity, not educational.

The students are forced to go into ESL programs, and then they were allowed to get into the training programs.

Our approach has proved more effective.

ESL, well, this has to do with your question, because the State, the city level, they don't understand it yet. They need more time. Our lobbies are a small one.

Mr. CORRADA. Thank you.

Do you find that due to the limited funding for bilingual vocational education there are a substantial number of interested, needy and eligible Hispanics or people of other ethnic descent that are being rejected from participation in this program?

Mrs. GALVAN. Yes, sir, I do.

In reading proposals that come to the Office of Education, we are able to fund 15 proposals, and we got something like 150 proposals that came in, and I am sure that most of those 150 are earnestly fighting for people who need job skills and who are limited English speakers. I feel sure that many are left out. While we are talking about other groups, we should add the Job Corps. This is a program that would be ideal for the Job Corps.

Until such time as States, such as Texas, California, Florida, New York, where the large numbers of limited English speakers are, until they get very serious about protecting the rights of limited English speakers relative to vocational training and are willing to deliver to those citizens a good, workable successful program of training, then I am afraid we are going to have to

accept that the smaller the funding in the Bilingual Vocational Act, the fewer people that are going to be served.

Mr. SIBIRSKY. If I may, I agree 100 percent with what she said, but, in addition to that, I would like to add that similar to what I said earlier about the ESL, it should be considered a training activity rather than an educational one.

You have easily from 10 to 100 candidates or potential candidates for every participant.

Since we are talking about limited English-speaking persons, many go undetected because they lack basic education skills very often, and they are forced to develop them before they are allowed into training programs. If adult education, just like ESL education, is made to be considered a training activity, when we are talking about persons who are interested in developing marketable skills to get a job, then it will be much easier to develop sound and faithful statistics.

We have from 10 to 100—easily—candidates for every one who gets a training opportunity.

Mr. CORRADA. The reduction in funding for CETA programs is of great concern to many of us due to the drastic impact it has on populations such as minorities, including blacks and Hispanics.

In view of the restriction of participants under CETA, we are going to have to find other delivery systems to address the job training needs of the Hispanics and other minorities.

What suggestions do you have to make in regards to how bilingual education can be most effective in this area, and how this program could help at a time where some of the CETA programs are being severely curtailed?

Mrs. GALVAN. When CETA funds are being curtailed, as they surely are, then the emphasis has to be that we have got to get the best amount of benefit from the dollars that go into it.

I would like to see that the emphasis in CETA be on training. One thing I would like to wipe off the CETA regulation books in any State that has it, is the regulations that deprive services to people because it is inconvenient to serve them.

I am talking specifically about the State of Texas. The guidelines say in order to avail yourself of CETA services, you have to pass an oral test in English. I have taken that test, and I had difficulty with it.

The State of California had as part of its CETA guidelines that a candidate for CETA services could demonstrate that they had a reading level of sixth grade in English before they could avail themselves of services.

There is a better way to do it. You don't have to delay people. What we have demonstrated in bilingual vocational education is, through this method there is no person who speaks so little English that we cannot put him into job training—no one. We can do it at any level.

If we can do it, they can, and I challenge them to do it.

That is the only way they are going to serve people.

Mr. SIBIRSKY. I again support what she said.

Basic education should be considered a part of vocational training in general, so when they have to learn a craft, you need the skills in the vocation and in related areas and in ESL.

Can I also answer a question that went unanswered earlier when your first testifier was before you—why Puerto Rican Americans are so successful in these programs?

Around 90 percent of the participants in the Connecticut programs are Puerto Rican Americans, and, of course, they are successful because they feel at home. They feel wanted. That is one key.

They feel wanted. When the program is over, they are made to feel it is offered to them. When the doors are opened, they are truly opened.

There is dedication, a team effort, so that from the program director to every one of the staff, the persons and the participants, it is one large family with one common objective, to compete with whatever is obstructing them from achieving their goals.

They feel they have been given finally an opportunity they have sought for a long time.

I mean it very professionally, although it may sound emotional.

Mrs. GALVAN. I think he is wrong on that. I really think the reason we can document the fact that Puerto Rican Americans have done so very well in the projects in Connecticut, which happens to be a very good project, and they have been in the Bronx Community College, which is a superb project. In other words, these are States that have picked up on every strategy that would assist a limited English speaker in learning job skills.

That is the answer. It is the quality of the program. We have had equally good results from Chinese, Russian, Mexican Americans, Vietnamese; all of them get results. No ethnic group seems to get better results than any other.

It is the quality of the program that makes the difference.

Mr. CORRADA. Thank you.

I would like to ask, have you found special problems with Hispanics participating in this program which have high migration rates, that is, areas or groups where there is a constant or frequent flock or movement from one place to another?

Mr. SIBIRSKY. Yes, we have also faced this traditional problem.

What we have done about it is to try to be as careful as possible during the screening process by explaining to the candidates that this is a program with not many funds. This is a program that is a pilot one; that we want to set an example so more members of the same ethnic community can benefit in the future, so that if they enroll in the program, it should be because they mean to complete it.

We cannot combat most of the reasons why people migrate so much, especially from the mainland to the island and back, but through this screening, we have been able to eliminate it as a serious problem, and we have lost very few people.

Mr. CORRADA. Currently 25 percent of the funds from this program are distributed for training instructors. Do you feel this proportion is too high, too low, or should it remain as current; and also a second part to this question: Are institutions of postsecondary education equipped to provide this training? How do you feel about that proportion for training instructors?

Mr. SIBIRSKY. We will both be answering that question.

I think the higher education institutions need more training, themselves, greater capability. In particular, as I said earlier, more training instructors need to be trained.

Most of the persons trained I feel have higher education degrees, and at the skill levels that are much higher than those have often been those that actually need it in the training programs, themselves.

We also need to train more ESL instructors, and our higher institutions have to get into that more assiduously.

Mrs. GALVAN. I have no problem with the 25 percent that is put into instructor training, and certainly we are not going to be able to enlarge the scope of bilingual vocational training unless we do get instructors that are qualified. If I have any difficulty with the present structure of vocational training instructor, one, I don't think we are recruiting enough craftsmen who could make very excellent instructors, and we are more likely to find craftsmen who speak Spanish or one of the languages than we are to find vocational teachers.

Another problem could be in several instances the instructor training program is pretty much oriented toward higher education lines, as he said. They are following the lines of what is generally done in teacher education.

I would quote a friend of mine who commented one time, "if the Edsel had been in the Department of Education, it would probably still be around."

We desperately need to breathe some new air into what is done with training teachers if we are to serve people better, and furthermore, we need projects that have a more national scope.

I am speaking of something like 2 weeks ago I got a desperate call from a vocational instructor in a Federal prison in Texarkana, Tex., and his call said, "Mary, this is no place for me to go get training."

In other words, most of the instructor training programs are interested in giving college degrees, and we know on the basis of 6 years' training, that we can offer good training for instructors in less than it takes to get a college degree. I wish there could be more short-term training, more training that is open to the sites like that Federal correction institution in Texarkana, where there are only one or two people available and they are not near a university to go get a degree.

Mr. CORRADA. Are there any provisions for coordination with the private sector under this program either in the form of additional funding, advisory councils, or on-the-job training, or any other sort of involvement of the private sector in the effort?

Mrs. GALVAN. Yes, sir, there is good effort.

We have highly encouraged that the issuing project have an advisory committee, and that members of the advisory committee come from the private sector, people who run businesses with the trades that we are particularly interested in.

Most of the advisory committee for the UCLA dental assistants program are dentists who will be employing our trainees.

Most of the advisory committee for the China Institute are people who are involved in Chinese restaurants, and we are getting good results.

We are discovering businesses who have worked with our training projects and employed our graduates, believe in it, advocate for it, and are our strongest supporters.

There is a great need to utilize the private sector more, and I see this happening. As a matter of fact, I see myself as a private consultant now going to some industries and saying, look, you need certain trainees, and if you would like to employ minorities, maybe this is the way to do it; let me help you train the people for it. But we don't have that kind of linkage yet.

Mr. SIBIRSKY. I would like to add that we are learning more and more. We are in a new field. We did not discover the wheel, but we are also learning.

I am stressing that because the private sector collaboration we are discovering should not only be in terms of funding—many of our candidates, the vast majority of them lack very much in basic skills, so what we are trying to do in Connecticut more and more is to get the private sector interested in our providing skills that are job-entry skills enough for a person to enter the trade, but the program will be just as much a training readiness program.

We are trying to get them ready for the private sector to hire them and put them into further training within the private sector itself, within the company that hires them.

This is something I would like to suggest that it be looked into as a need and a successful tool for the future; training readiness vocational programs to get further training in the company that hires them.

Mr. CORRADA. I want to express the appreciation of the subcommittee to the three panelists and commend them for their excellent presentation with the information, data and recommendations that I am sure will be very helpful to the work of this subcommittee and full committee in the process of reauthorization of the Vocational Education Act and bilingual vocational education as a component of that legislation.

We, of course, cannot take anything for granted these days, so all of us have to be extremely alert and prepared to make sure that the programs that are working successfully are reauthorized and as Mr. Sibirsky said in his testimony, that the just don't pay for the sinners.

Of course, I will be very much involved throughout the process here in Congress in seeing that we continue our support for this program, which is badly needed.

My hope would be that we can embark on strategies that will result in making a better utilization of resources and also seeing that we put the money precisely in programs like this that are clearly successful and do not let any cutbacks in Federal programs that are required because of general economic considerations in the Nation; that programs that are truly effective find themselves in a situation of setback or a real loss at a time when momentum has to continue rather than being taken away.

So thank you very much for your presentation, and this being our last witnesses, the hearing is now adjourned.

[Whereupon, at 11:35 a.m., the subcommittee was adjourned.]

[Material submitted for inclusion in the record follows:]

HOUSE OF REPRESENTATIVES,
COMMITTEE ON EDUCATION AND LABOR,
*Washington, D.C., October 14, 1981.*

Hon. TERREL H. BELL,
*Secretary, U.S. Department of Education,*
*Washington, D.C.*

DEAR MR. SECRETARY: This morning the Subcommittee on Elementary, Secondary, and Vocational Education conducted a hearing on the bilingual vocational training programs, funded under the Vocational Education Act. Mr. Ron Hall, Acting Chief, Policy, Coordination, and Services Unit, Office of Bilingual Education and Minority Languages Affairs, represented the Department.

In his testimony, Mr. Hall made reference to the setaside under the basic grant portion of the Vocational Education Act for programs for persons with limited English-speaking-ability. In order to supplement our hearing record on bilingual vocational programs, we would like the Department to provide us with additional information on these setaside funds.

In particular, we would like to know the amount each State is spending from its basic grant on programs for limited-English-speaking persons, what percentage of each State's grant these expenditures constitute, an approximation of how many limited-English-speaking persons are being served with basic grant funds, and any other pertinent statistics that may be available. In addition, we would appreciate receiving any information the Department has available on how basic grant funds are being used by individual States to serve limited-English-speaking persons.

We would like to receive this information by November 4, so that we can include it in the printed record on this morning's hearing. Thank you for your cooperation on this matter.

Sincerely,

CARL D. PERKINS,
*Chairman, Subcommittee on Elementary,*
*Secondary, and Vocational Education.*

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DEPARTMENT OF EDUCATION,
*Washington, D.C., November 12, 1981.*

Hon. CARL D. PERKINS,
*Chairman, Committee on Education and Labor,*
*House of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: This is in response to your letter requesting further information for the record on your hearings on the Bilingual Vocation Education program. I appreciate the opportunity to provide additional data regarding the setaside funds under the basic grant portion of the Vocational Education Act of 1963 being used to support vocational programs for limited English-speaking persons.

Responding directly to the questions raised in your correspondence, I am enclosing a table which show the Fiscal Year 1980 amount each State spent from its Vocational Education Act Basic Grant on programs for limited English-speaking persons; the total amount of the fiscal year 1980 Basic Grant to each State; the percentage of each State's grant these expenditures represent; and, an approximation of the number of limited English-speaking persons being served in each State with Basic Grant funds. These are preliminary data extracted from State reports in the Vocation Education Data System (VEDS). Following further evaluation and verification of these data, the final reports could very well reflect different figures than those shown in the table.

When reviewing the data given in this table, please note the following:

1. The definition of Limited English-speaking (LES) used in VEDS is somewhat imprecise. Until a clear-cut definition is established, data in this area will probably remain questionable.

2. The "N" notation in the fiscal year 1980 LES enrollments column indicates that the State either has not developed a mechanism for collecting the data, or the collecting mechanism chosen was not deemed to be accurate enough to report.

3. States reporting "zero expenditures," (a) have enrollment totals which include some students who meet the definition of LES but do not require excess cost services, or (b) were unable to separate total expenditures for the disadvantaged at the time this preliminary report was prepared.

4. No State and local dollars are counted by the Department. Some states may expend substantial amounts of funds for the LES population which are not included in this table.

The National Institute of Education in "The Vocational Education Study: The Final Report," corroborates the scarcity of valid data and indicates that the reported enrollments and expenditure data from VEDS include only those districts that could show actual expenditures of their Federal funds for special services.

I hope that this information fully responds to the needs of the Subcommittee.

Sincerely,

T. H. BELL, *Secretary.*

Enclosure.

| | FY 80 LESA Expenditure | FY 80 Basic Grant | LESA Expenditures as % Basic | FY 80 LESA Enrollment | |
|---|---|---|---|---|---|
| TOTALS | $5,467,126 | $587,063,845 | Grant | | |
| 1. Alabama | 1,443 | 11,801,894 | .01 | 766 | |
| 2. Alaska | -0- | 1,043,695 | -0- | 384 | |
| 3. Arizona | 129,035 | 6,584,906 | 1.96 | N | |
| 4. Arkansas | 13,007 | 6,526,952 | .20 | 95 | |
| 5. California | 879,158 | 51,108,112 | 1.72 | 94 | |
| 6. Colorado | 54,041 | 7,278,929 | .74 | 1,620 | |
| 7. Connecticut | 134,093 | 6,925,999 | 1.99 | N | |
| 8. Delaware | 21,400 | 1,441,837 | 1.48 | N | |
| 9. District of Columbia | -0- | 1,546,686 | -0- | 208 | |
| 10. Florida | 293,388 | 21,487,581 | 1.37 | 5,672 | |
| 11. Georgia | 84,310 | 15,498,296 | .54 | 240 | |
| 12. Hawaii | 9,757 | 2,260,759 | .43 | 1,900 | |
| 13. Idaho | 15,947 | 2,624,222 | .61 | 131 | |
| 14. Illinois | 344,765 | 25,836,448 | 1.33 | 3,346 | |
| 15. Indiana | 43,735 | 14,719,663 | .30 | N | |
| 16. Iowa | 49,259 | 7,794,127 | .63 | 2,141 | |
| 17. Kansas | 45,216 | 6,169,691 | .73 | 298 | |
| 18. Kentucky | 35,689 | 10,671,565 | .33 | 94 | |
| 19. Louisiana | 35,000 | 12,745,245 | .27 | 817 | |
| 20. Maine | -0- | 3,370,095 | -0- | 125 | |
| 21. Maryland | 115,950 | 10,429,883 | 1.11 | 531 | |
| 22. Massachusetts | 27,709 | 14,957,896 | .19 | 1,254 | |
| 23. Michigan | 220,193 | 23,763,716 | .93 | 2,029 | |
| 24. Minnesota | 209,604 | 11,117,713 | 1.89 | 597 | |
| 25. Mississippi | -0- | 7,737,946 | -0- | 125 | |
| 26. Missouri | -0- | 13,534,026 | -0- | 191 | |
| 27. Montana | 3,525 | 2,345,426 | .15 | N | |
| 28. Nebraska | 7,432 | 4,329,347 | .17 | 304 | |
| 29. Nevada | 4,342 | 1,483,425 | .29 | 588 | |
| 30. New Hampshire | 14,206 | 2,380,899 | .60 | 37 | |
| 31. New Jersey | 199,390 | 15,942,666 | 1.25 | 1,084 | |
| 32. New Mexico | 259,734 | 4,042,801 | 6.42 | 278 | |
| 33. New York | 1,238,895 | 41,556,317 | 2.98 | 250 | |
| 34. North Carolina | 17,508 | 17,079,112 | .10 | 216 | |
| 35. North Dakota | 6,794 | 1,985,030 | .34 | 128 | |
| 36. Ohio | 82,459 | 28,740,063 | .29 | 4,276 | |
| 37. Oklahoma | 5,615 | 8,072,088 | .07 | 591 | |
| 38. Oregon | 50,184 | 6,250,845 | .80 | 334 | |
| 39. Pennsylvania | 169,828 | 30,298,292 | .56 | 1,459 | |
| 40. Rhode Island | 29,803 | 2,521,579 | 1.18 | 1,467 | |
| 41. South Carolina | 891 | 9,569,811 | .01 | N | |
| 42. South Dakota | -0- | 2,236,599 | -0- | 202 | |
| 43. Tennessee | 3,750 | 13,110,316 | .03 | 1,532 | |
| 44. Texas | -0- | 35,911,507 | -0- | 7,631 | |
| 45. Utah | 93,107 | 4,164,850 | 2.24 | 1,229 | |
| 46. Vermont | -0- | 1,527,938 | -0- | 64 | |
| 47. Virginia | 52,864 | 14,505,859 | .36 | 801 | |
| 48. Washington | 9,877 | 9,215,983 | .11 | 1,192 | |
| 49. West Virginia | 3,887 | 5,292,312 | .07 | 111 | |
| 50. Wisconsin | 127,046 | 13,213,353 | .96 | 634 | |
| 51. Wyoming | 2,000 | 1,096,979 | .18 | 10 | |
| 52. American Samoa | 12,818 | 179,131 | 7.16 | 428 | |
| 53. Guam | 64,009 | 320,588 | 19.97 | 1,915 | |
| 54. Puerto Rico | 249,463 | 10,015,472 | 2.49 | 2,106 | |
| 55. Trust Territory | | 286,887 | -0- | | |
| 56. Virgin Islands | -0- | 231,359 | -0- | 206 | |
| 57. Northern Marianas | -0- | 179,131 | -0- | TOTAL= | 58,627 |

[Excerpt from Final Report, March 1980]

## Evaluation of the Status and Effects of Bilingual Vocational Training

(Prepared for: Office of Evaluation and Dissemination, Office of Education, U.S. Department of Health, Education, and Welfare by Kirschner Associates, Inc.)

### IX. SYNTHESIS, EVALUATION AND RECOMMENDATIONS

*Introduction*

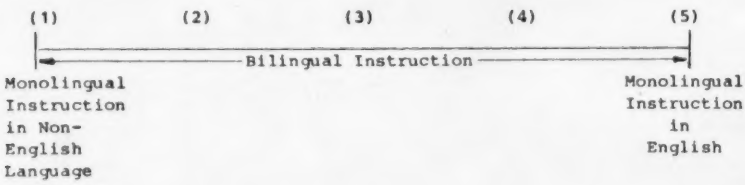
This evaluation is timely in view of ongoing formulation and reevaluation of policy regarding the role of vocational education, particularly with respect to serving disadvantaged persons. It is timely also from the standpoint of development of policy for serving the substantial numbers of limited English-speaking adults in the United States.

In helping to fulfill the mandate for program evaluation set forth by the Congress in the Subpart 3 legislation, this study is the first comprehensive examination of the characteristics of the clientele of bilingual vocational training and the operation and outcomes of programs providing such training. The evaluation results are germane to legislative and administrative policy making, and to program operation under Subpart 3, State vocational education set-asides for limited English-speaking persons, and other sources.

The discussions following focus on the need for and the role of bilingual volcational training in serving limited English-speaking adults, an analysis of the Subpart 3 legislation, an evaluation of how well bilingual vocational training has worked, an evaluation of the effects of the programs on the trainees, and legislative and programmatic recommendations.

*Existing and potential role of bilingual vocational training*

Bilingual vocational training is one method for providing occupational skills training to persons of limited English-speaking ability. The methods of vocational training delivery that are available for these persons can be portrayed on a continuum:




The extreme points of the continuum—(1) and (5)—are monolingual instruction in the trainees' native language and in English. Monolingual instruction in non-English languages is relatively rare in this country, while vocational instruction only in English is the most common approach. All points on the continuum between the two extremes—for example, (2), (3) or (4)—represent bilingual instruction with varying mixes of English and the non-English languages. Bilingual vocational training may be described by many points along the continuum; in fact, a general approach, which is espoused by the Subpart 3 program, is to move across all points (1) to (5) throughout the duration of the instruction as the trainees' English language proficiency increases.

The extreme right end of the continuum (5) represents the traditional and most common approach to providing vocational training; that is, instruction provided only in English. Since limited English-speaking persons, by definition, have trouble understanding vocational instruction provided only in English, this approach by itself is inappropriate for such persons. Therefore, the approach incorporates ESL instruction as a prerequisite or corequisite so that the trainees' English language proficiency is raised to a level that enables them to understand the vocational instruction in English. The traditional lack of bilingual vocational instructors and the widespread availability of ESL programs probably account largely for the popularity of this approach.

To the extent that the traditional approach relies on general purpose ESL instruction as preparatory training for vocational instruction only in English, that approach delays the ability of limited English-speaking persons to learn job skills and

to enter or re-enter the labor market. Bilingual vocational training is more suitable than the traditional approach for persons whose immediate interst or need is employment.

When bilingual vocational training is used for training persons for occupations that require very high levels of English proficiency it begins to lose its distinguishing characteristics in relation to the traditional approach. The extent of training needed in English language skills for those occupations (for example, bilingual secretary or medical technologist) reduce the potential advantages of the bilingual vocational training approach.

Bilingual vocational training thus is most suitable for persons who have very low English language proficiency and who want immediate employment. If their most immediate desire is to learn English as opposed to a job skill, bilingual vocational training would not be the most appropriate program. Bilingual vocational training also is most suitable for occupations in which the necessary English language skills can be acquired by the trainees.

Bilingual vocational training appears to be an appropriate means of providing job skills to various groups of limited English-speaking adults. Many of the existing programs have offered training primarily to recent immigrants to the U.S., including refugees from Vietnam and Russia (and in the past from Cuba). The findings of this study indicate that recent immigrants from various countries as well as Puerto Rican natives who have moved to the mainland, have benefited greatly from the program in terms of enhanced earnings and employment. Although the programs neither are nor should be restricted to immigrants to the U.S., it is nevertheless of significance for policy that the programs have served that group successfully and presumably could do so on a larger scale.

Limited English-speaking trainees who are not recent immigrants or who were born in the U.S. also have benefited from bilingual vocational training and they remain an important target group. Included among the persons in this group are Native Americans and older persons.

In total there are probably several million adults of limited English-speaking ability in the U.S. today. Some (perhaps substantial) proportion of these persons desire or could benefit from instruction in English language skills. Others desire or could benefit most from acquisition of job skills and subsequent employment, and some of those persons constitute the target group of bilingual vocational training.

Limited English-speaking adults constitute not only a large but a varied group. Other than their common bond of lack of proficiency in English, the limited English speaking are not monolithic; they have differing problems, desires and needs. One of their major needs, if not for economic reasons alone but also for reasons of self-esteem, is employment.

Educational institutions in the U.S. often have operated (and some still do) under the assumption that the most beneficial and urgent service for all limited English-speaking adults is training in English language skills. The reasoning continues to the effect that the limited English-speaking person will be able to participate more fully in the U.S. society only as (s)he gains knowledge of English. This reasoning, although correct generally in the long run, often is wrong in the short run because of its false premise.

Vocational training is one of the important services for limited English-speaking adults, and bilingual vocational training is an apparently efficient way to provide such training. Although it may not always be the most appropriate alternative, bilingual vocational training has considerable room for expansion as its potential advantages are more widely recognized.

## EVALUATION OF LEGISLATION

In its "Statement of Findings" for both Part J and the subsequent Subpart 3 legislation, the Congress presented several findings regarding the problems of limited English-speaking persons and the availability of vocational training suitable for that population. The findings of this evaluation represent bilingual vocational training as it existed more than 3 years after the passage of the original Part J legislation. Therefore, it is useful to examine the original findings of the Congress in the light of updated information obtained from this evaluation following the initial bilingual vocational training efforts funded under Part J and Subpart 3.

The major findings outlined by the Congress and an assessment of each are as follows:

Efforts of persons of limited English-speaking ability to profit from vocational education are severely restricted and the problem affects millions of U.S. citizens.

This finding appears to be as true today as it was in 1974. Although reliable counts of the number of limited English-speaking adults are not available, they apparently number in the millions. Despite the magnitude of the problem, bilingual

vocational training is not a widespread approach and has not expanded appreciably since the introduction of the Federal legislation.

Limited English-speaking persons, because of lack of vocational training opportunities, are unable to help fill the critical need for trained personnel in vital occupational categories.

This finding appears still to be true, and (as discussed in Chapter VIII) participation in bilingual vocational training sometimes enables limited English-speaking persons to obtain jobs in occupations that appear to have high demand for labor and possible skills shortages.

Limited English-speaking persons suffer the hardships of unemployment or underemployment.

Although statistics are not available for the entire limited English-speaking population, this finding is confirmed by the status of those persons who have been enrolled in bilingual vocational training programs. Unemployment rates of persons in bilingual vocational programs were 3 to 4 times as high as the national average prior to entering training, and others were not counted as unemployed because they did not seek work. Of those who were employed prior to entering training, their weekly earnings were at a level of about 80 percent of the average nationally for nonsupervisory workers.

A critical shortage exists of instructors possessing both the job knowledge and dual language capabilities required for adequate vocational instruction of limited English-speaking persons and to prepare those persons to perform adequately in a work environment requiring English language skills.

Program operators generally reported that they had not experienced problems in finding skilled bilingual vocational instructors. However, some of the instructors had low levels of proficiency in the trainees' native languages. Expansion of bilingual vocational training in areas already served or into new areas probably would unearth more severe shortages of qualified instructors who are also bilingual.

A shortage exists of instructional materials and of instructional methods and techniques suitable for bilingual vocational training.

Apparent shortages of appropriate non-English and bilingual instructional materials were found in many training occupational areas, and instructors in bilingual vocational training programs often developed their own bilingual materials. No shortages were found of instructional methods in either vocational or related ESL classes. A wide variety of methods are used for instruction in vocational skills and in English language skills as well as for the integration and coordination of instruction in the two skills. Such variety appears often to be appropriate because of varying backgrounds of trainees, availability of materials, and other factors.

Two aspects of the legislation require further discussion in view of the experience of the bilingual vocational training effort to date. These two aspects are references in the legislation to (1) skills shortage occupations, and (2) work environments that require English language skills.

The references in Subpart 3 to trai;ning limited English-speaking adults for occupations that will help alleviate skills shortages represent a laudable policy position and a very worthwhile program purpose. Conversion of this statement of purpose to a program objective that is susceptible to measurement, however, is extremely difficult because of the rather primitive state of the art with respect to identifying existing shortages or projecting potential shortages. The number of persons trained for various occupations to date probably has been too small for a measurable impact to have occurred on alleviation of skills shortages. But, given the current state of the art, no assurance exists that such impact could be measured adequately.

Another actor for consideration with respect to skills shortage occupations is that shortages tend to persist in those occupations with the highest skill levels. Because high-skill occupations often require high English language proficiency, they sometimes may not be appropriate types of training occupational areas for the very limited English-speaking persons who are the clientele of the Subpart 3 programs.

With respect to the provision for preparing limited English-speaking adults for work in environments requiring English language skills, it should be recognized that persons enrolled in bilingual vocational training programs find jobs subsequently in workplaces with a wide variety of language environments. Many of those work environments are completely or predominantly English speaking, of course, but many others are bilingual or predominated by a non-English language. Although proficiency in English language skills contributes to the trainees' occupational and geographic mobility and to their chances for advancement, the reality is that English language demands in many jobs are minimal. Hence, the operators of bilingual vocational training programs, when designing their programs, often have

*Evaluation of program effects*

The concerns of the evaluation of the effects of bilingual vocational training programs are drawn from the stated and implied goals of increasing trainees' (1) employment status by providing them with marketable job skills, and (2) English language proficiency.

*Effects on trainees' labor force status.*—In the months following their training, the former trainees spent about 25 percent more of their time in the labor force (that is, working or seeking work) than during the year prior to entering the program. The average unemployment rate for those persons in the labor force during both the pre- and post-program periods declined by more than 40 percent. Weekly job earnings of trainees who were employed both prior to and after the training increased by more than 16 percent.

The decline of trainee pre-post unemployment rates was nearly twice as great as the decline in the aggregate U.S. unemployment rate and nearly 5 times as great as the decline in the average unemployment rate for the labor areas in which the trainees lived. This magnitude of change makes it extremely likely that participation in bilingual vocational training influenced trainee employment very favorably.

The improvement in trainees' pre-post earnings was closely comparable to the rate of increase for all nonsupervisory and production workers nationally. Considering their initial disadvantages in competing in the labor market, the improvement in earnings appears likely to have been influenced strongly by participation in the program, although this conclusion is less clearcut than that with respect to the change in unemployment rates.

Improvements in both trainee unemployment rates and job earnings were more favorable in the programs funded under Subpart 3 than for programs funded under other sources. These comparatively more favorable outcomes resulted both from (1) enrollment of trainees who benefit most from the training (those with high unemployment and low earnings), and (2) program operating features, particularly the use of employers and labor market/occupational data in program planning, and coordination of vocational and ESL instruction.

Some trainees who were not working after leaving the program were obtaining additional job training or were enrolled in educational institutions to further their education.

Bilingual vocational training efforts to date have been far too limited for the program to have had an impact on skills shortages, although in many programs efforts have been devoted to training persons for occupations with high demand for labor.

*Effects on trainees' English language proficiency.*—Impacts of bilingual vocational training programs on trainees' English language proficiency could not be determined as part of this evaluation. Although pre-post program measures of English proficiency are not available, measures were taken (1) while the trainees were enrolled in the programs and (2) several months later after they had left training. On average, the trainees' English language proficiency increased between those two points in time suggesting strongly, but in no way verifying, that pre-post gains in English language proficiency levels probably did occur and that these levels were maintained over a period of several months.

*Overall evaluation*

Bilingual vocational training, as practiced in programs funded under both Subpart 3 and other sources, is an effective approach to providing occupational skills training to limited English-speaking adults. Compared to other types of vocational education, there has been less experience with bilingual vocational training, yet the programs generally have operated effectively in terms of both (1) activities that are responsive to trainees' needs and relevant to labor market realities, and (2) employment and earnings outcomes of trainees.

*Contractor's recommendations*

Recommendations regarding both the legislation and administration of bilingual vocational training are proffered for consideration by policy makers. The recommendations are derived from the findings, analyses and conclusions of this evaluation.

*Legislative*

The legislative recommendations and a brief statement of the rationale for each are as follows:

Bilingual vocational training for adults with limited English-speaking ability should be continued as a national program.

Bilingual vocational training is one effective approach for attaining the goal of improving the job skills and employability of limited English-speaking adults. So long as this remains a national goal, State and local efforts should be supplemented

by a national program to insure adequate response to the training needs of the target group.

Funding should be increased for bilingual vocational training for limited English-speaking adults.

Appropriations for the Part J/Subpart 3 program to date have been very limited (about $2.8 million per annum). Resources for the program should be increased substantially from the present low levels in view of (1) the magnitude of the problem being addressed by the program, (2) the favorable results of the program to date, and (3) the capability of the program to prepare trainees for the job market without lengthy training in English language skills. Concomitant increases should be made in funding for instructor training and development of bilingual materials.

Future legislation concerned with training of limited English-speaking adults should contain provisions for bilingual vocational training.

The types of relevant legislation include not only vocational education, but laws, for example, related to employment and training or services for refugee groups. With respect to the latter problem, bilingual vocational training offers a particularly suitable approach for speeding the integration of immigrants into American society and their productive involvement in the labor force.

*Administrative*

The following recommendations for the administration of bilingual vocational training programs for adults apply, for the most part, to all such programs. The recommendations that are directed specifically to the Subpart 3 programs are so noted, but they may have relevance for other programs as well.

The recommendations and the rationale for each are as follows:

Trainee recruitment efforts should focus on enrolling persons with high unemployment and low previous earnings when other criteria are met.

This evaluation demonstrates that the highest payoff is obtained with this recruiting focus. That is, those trainees benefit most, economically, and, presumably, society's cost for transfer payments (such as unemployment compensation) would be reduced.

Recruitment efforts should focus on persons with a non-English mother tongue who intend to enter the labor force and who intend to remain in the United States.

Although the numbers were relatively small, some trainees did not meet criteria for program enrollment.

Priority should be given to the development of vocational instructional materials for selected occupations.

Shortages of adequate non-English and bilingual instructional materials are well-recognized. Two possible approaches to alleviating these shortages are to (1) identify a few key occupations which are appropriate for bilingual vocational training and develop or adapt suitable materials for those areas, and (2) develop a clearinghouse mechanism for the interchange of self-developed bilingual materials among vocational instructors. The second approach could be expanded to commissioning vocational instructors for the development of new materials.

Research is needed to determine English language skills required or used in selected occupations.

These occupations should be selected from among those with strong growth possibilities over the next several years. A finding of this evaluation of potential importance was that the average level of English language proficiency of former trainees employed in machine trades and structural occupations was only slightly below the level of persons employed in professional/technical and clerical/sales occupations. Although this may not be a result of English requirements in the occupations, that possibility should be explored to determine more precisely the English needs in such occupations as machinist, mechanics, air conditioning and heating repair, and welder. Intensive study of the actual tasks on the job is required to determine language needs adequately.

Instructor training should focus on development of a cadre of instructional aides as well as vocational instructors.

Capable bilingual instructional aides can help alleviate the shortages of qualified bilingual vocational instructors and can permit the development of bilingual vocational training programs even when the instructor is not bilingual. As this evaluation shows, aides who can translate to the trainees' native languages can be an important factor in classroom communication, particularly when there is more than one non-English language group among the trainees.

Continuing effort should be placed on development of effective mechanisms and procedures for coordinating vocational and ESL instruction.

In the Subpart 3 programs, additional training of vocational instructors as well as program directors and ESL instructors may be helpful. Coordination also could be facilitated through the use of instructional aides.

Bilingual ESL instruction should be studied as an approach for very limited English-speaking persons.

A relatively few very limited English-speaking trainees still had very low English language proficiency after leaving the program. Such persons and other limited English-speaking trainees may benefit from a bilingual approach to ESL. Bilingual ESL was provided by some of the programs studied. Bilingual ESL could be investigated for its applicability on a wider scale.

Training should be encouraged for social service and related paraprofessional occupations for serving language minorities.

There is a relatively limited amount of training in bilingual vocational training programs for social service occupations. Some limited English-speaking persons appear to be particularly suited to such occupations which directly serve language minority and other limited English-speaking persons. Thus, the work draws upon knowledge of both English and the non-English language, but very high levels of English proficiency are not required to work with a limited English-speaking clientele.

Implementation of the above recommendations, it is believed, will contribute to meeting the training needs of limited English-speaking adults. These recommendations are offered for the purpose of improving already effective programs.

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## Assessing Successful Strategies in Bilingual Vocational Training Programs

### Executive Summary and Recommendations

The purpose of this monograph is to discover common factors and practices which have contributed to the successful outcomes of nine existing bilingual vocational training (BVT) programs recognized for their evidence of success. The monograph will provide directors of bilingual vocational training programs and other interested persons with base-line information needed for planning and implementing a bilinqual vocational training program.

#### SUMMARY

Successful practices of the nine BVT programs studied included such activities as: (1) team teaching and team planning, (2) incorporation and sequencing of instruction in job-related English language skills with vocational skills, (3) job placement and follow-up, (4) awareness and teaching of similarities and differences of cultural patterns, (5) instructor/trainee interactions, (6) coordination of counseling and job development, (7) staff consensus in the selection of vocational and language materials, and (8) instruction in survival skills for the work place. These features reoccurred in the nine bilingual vocational training programs involved in this study.

Successful practices found in BVT programs studied indicated that: (1) the need for job-related English as a second language training has been recognized and trained staff has been emloyed to teach ESL, (2) job-related ESL training is functionally tied to vocational skills training, and (3) vocational skills training is derived from a labor market survey and adequately trained personnel are employed to teach these skills.

The criteria used to determine the quality of a bilingual vocational training program included: (1) job placement rate, (2) needs assessment quality, (3) quality of program planning, design and management, (4) competence, training and attitudes of staff, (5) nature and appropriateness of occupation selected for training, (7) trainee recruitment, (8) behavior of trainees, including attendance and teacher/trainee interactions, (9) learning rate and achievement levels of trainees, (10) institutionalization, (11) program organization and management, and (12) community and business support.

Although job placement was the most common criterion used to measure program effectiveness, administrators of BVT programs carefully considered the other criteria. Without a well-planned program and well-trained instructors, a program will fail. Trainee recruitment and selection were considered as determining the quality of persons placed on the job market, particularly in the local economy. Whether a BVT program was institutionalized and became a regular part of the total community educational program, and whether employers were willing to continue hiring program trainees were considered critical to the long-range operation of BVT programs.

Planning for a successful BVT program included: (1) reliable assessment of the need for training, (2) clearly stated and measurable program and instructional objectives, (3) effective and objective methods of measuring success, (4) adequate

time, facilities and equipment, (5) sufficient financial support, and (6) an appropriately trained staff.

Counseling and cross-cultural training were important features of successful BVT programs, especially in helping trainees understand job-related and culture-related protocols. Most counseling activities were job-related; however, if personal problems affected the vocational progress of a trainee, a counselor would deal with these problems or refer the trainee to another agency where the problems might be solved.

On-the-job practice was an important aspect of successful BVT programs. It was here that employers and the BVT program had an opportunity to work together. The employer learned what could be expected of the BVT program trainee and the trainee could evaluate the quality of instruction. Documentation of the success of a program and careful ongoing evaluation of some programs led several grantee institutions to adopt the entire program or components of the program.

The success of the bilingual vocational training programs discussed in this monograph illustrates the range of possibilities for preparing and placing out-of-school youth or adults of limited English speaking ability in the job market.

## RECOMMENDATIONS

The following summarizes some of the most significant findings and recomendations to emerge from this study.

1. *Planning.*—Program quality depends to a great extent on the length and depth of prior planning. Funding for planning grants and the provision of technical assistance are recommended to contribute to enhancing program quality and prospects for success.

2. *Needs assessment.*—A careful needs assessment is required to determine the level of English language ability to be expected among prospective trainees, and the job market needs in the area, as well as the probable interest of the target group in different training options. Dead-end occupations with limited opportunities for professional growth should be avoided.

3. *Staff qualifications:*

(a) Language: All staff should be bilingual whenever possible, with fluency in the trainees' language and knowledge of their cultural background required for most staff members. ESL (English as a Second language) teachers should already have or be encouraged to develop competence in the trainees' language.

(b) Personal qualities: The most important qualification identified by all program directors was commitment. Staff must be ready and willing to be on call to assist trainees.

4. *Staff development.*—Because of the newness of the field of bilingual vocational training and the lack of trained BVT educators, programs must be sure to plan for ongoing in-service training. Additionally, efforts should be made to provide long-term or short-term pre-service training.

5. *Counseling.*—Meeting the personal needs of trainees and helping them cope with external situations and the demands of their lives is one of the single most signficant requirements for a program to fulfill in order to assure high retention of trainees in the program and provide a secure basis for learning.

6. *Full-time staff.*—Because of the need for very close coordination among the staff, the need for curriculum development and the commitment required to meet the needs of the trainees, it is strongly recommended that all staff be appointed full time.

7. *Cross-cultural training.*—Teaching cross-cultural norms of the work place should be an integral component of all programs. Many trainees lack basic knowledge of American/urban institutions, bureaucratic organization, laws, merchandising practices, consumer rights, sociocultural patterns, assertiveness and the values of the work place.

8. *Vocational instruction.*—This must initially be delivered primarily in the trainees' native language, with a gradual increase in the amount of English used (depending on the level of English competence of the trainees and the language demands of the occupation). Vocational instructors should be especially sensitive to trainees' ability to understand the English used in presentations and must be willing to collaborate closely with the ESL instructor(s) in the development of the language training component.

9. *ESL instruction.*—Traditional, self-contained English instruction should be avoided, as should nonrelevant vocational English material. The ESL component must be integrally coordinated with the vocational component to be maximally effective; the ESL and vocational instructors must collaborate closely to assure that appropriate job-related English is identified and taught in the ESL class to support

and reinforce learning in the vocational class. The ESL component should be recognized as being in a service capacity to the vocational component.

10. *Advisory Committee.*—An Advisory Committee including representatives from the minority community, the vocational skills area and the prospective employer field can have valuable programmatic and representational/liaison contributions to make. They should be involved as closely as possible in the program, beginning with the planning phase, and their suggestions should be taken seriously.

11. *Follow-up and feedback.*—Programs should be willing to provide continued supportive technical assistance to trainees even after they have graduated from the program, which can be helpful in identifying needs. A strong effort should be made to keep track of graduates, and encouragement given to forming a graduate association. Recommendations by former trainees are a major source of recruits as well as of placement opportuntities. Employers should also be interviewed periodically to obtain recommendations for changes in the training program.

12. *Job placement.*—Successful programs range from 85 to 100 percent job placement. Although early placement appears to meet program goals, it is strongly recommended that trainees not accept job placement prior to completion of training, as this tends to limit their long-term employment opportunities.

13. *Duration of program support.*—While the actual length of training may vary from several months to a full year, most program staff found that their first year of operation was very much a learning period, which permitted them to make signficant changes in their second year of operation. It is recommended that in addition to a planning period, a program be initially sponsored for a two-year period, with a review at the end of the first year to determine whether a second year is warranted.

14. *Community and business support.*—In establishing a BVT program, it is absolutely necessary to obtain cooperation between the BVT program and community agencies, organizations, institutions, and businesses which may become employers of trainees. Since there are many potential community and business contacts within a community, it is recommended that support be obtained from those which can make a substantial contribution to the BVT program, such as: (1) providing on-the-job practice, (2) contributing to the criteria for successful completion of the program, (3) having a commitment to hiring trainees, (4) providing or assisting in the development of instructional materials, and (5) providing staff development resources.

The most basic finding of this study can be summed up in a single sentence: Properly implemented, a bilingual approach can be a highly effective means for providing vocational training to limited English speaking persons. This finding is especially important since this population, which constitutes a large and growing percentage of the unemployed and underemployed adult population in the United States, has traditionally been exlcuded from most vocational training opportunities by the language barrier. Bilingual vocational training permits this population to be served and to contribute, thereby, to improving the educational and economic opportunities of the next generation—their children. In addition, successful bilingual vocational training programs are highly cost effective, since the investment in them is generally returned to the government in taxes within a period of three years or less, through reduction in welfare and other social costs, and the payment of income tax on salaries earned. It would be hard to imagine a program more deserving of federal, state and local agency support and implementation.

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METROPOLITAN STATE COLLEGE,
*Denver, Colo., October 16, 1981.*

MS. NANCY KOBER,
*House Subcommittee on Elementary, Secondary and Vocational Education, Rayburn House Office Building, Washington, D.C.*

DEAR MS. KOBER: We are every pleased with your expressed interest in our Program as related by Dr. Michael S. Tang in the recent telephone conversation with him.

Per your request, the Cost-Comparative Study is enclosed as prepared during April, 1981. To date we are maintaining our training and job placement time of eighteen weeks at maximum and have been pleased with the results. In the near future, I will be sending you another study to validate that the Program saves the tax payer a substantial amount.

We are hoping that you will find the material on our Program informative. Please call us at anytime if we can be of service or answer your questions. Thank you again for your concern and interest.

Sincerely,

NORMA J. ZARLOW, *Director.*

Enclosures.

## Cost-Comparative Study

### INTRODUCTION

In the seven months that the BVET Program has been in operation, there has been considerable concern among all interested agencies, staff members, and administrators for the future of the limited English speaking adult (LESA). Through conscientious efforts on the part of the staff, the BVET. Program has produced many LESA "success" cases. We, at BVET, have recognized the following overall benefits:

A. The LESA trainee receives thorough instruction and guidance in Vocational English and Vocational Training.

B. The trainee gains self-confidence, self-worth, and independency by following the program's training guides to reach employment.

C. The trainee has guidance from staff members in pre-employment and employment procedures.

D. The program is a cost-savings to the Federal and State Agencies.

E. The overall time needed to train and employ LESA'S is an average of sixteen weeks versus receiving financial assistance for three years from the State of Colorado for refugees.

F. Industry training participants (affiliates) develop positive work relationships with LESA'S and a good rapport with Metro State College Federal Grant Program.

TABLE A.—AVERAGE FINANCIAL ASSISTANCE COSTS FOR ONE MONTH

| Refugee status | Social service cost | Cost[1] |
|---|---|---|
| A. Single; no dependents; live alone | $192 | $60 |
| B. Single; no dependents; live with others | 185 | 60 |
| C. Married; 1 to 2 dependents | 379 | 60 |
| D. Married; 3 to 5 dependents | 560 | 60 |
| E. Married; 6 to 8 dependents | 713 | 60 |
| F. Married; 8 to 10 dependents | 763 | 60 |

[1] Bilingual Vocational English Training Program.

TABLE B.—AVERAGE FINANCIAL ASSISTANCE COSTS FOR ONE YEAR

| Refugee status | Social service cost | Cost[1] |
|---|---|---|
| A. Single; no dependents; live alone | $2,304 | $718.62 |
| B. Single; no dependents; live with others | 2,220 | 718.62 |
| C. Married; 1 to 2 dependents | 4,548 | 718.62 |
| D. Married; 3 to 5 dependents | 6,720 | 718.62 |
| E. Married; 6 to 8 dependents | 8,556 | 718.62 |
| F. Married; 8 to 10 dependents | 9,156 | 718.62 |

[1] Bilingual Vocational English Training Program.

What makes BVET successful?

A. A dedicated staff.

B. Quality instruction.

C. Vocational English instruction.

D. A custom-tailored vocational program for the LESA trainee.

E. Vocational training at industries sites.

F. Step-by-step and one-on-one guidance.

Purpose for the cost-comparative study: To provide a comparison for state financial support to a refugee versus a BVET operating program; to validate continual re-funding support for BVET and obtain a budget increase for further growth; and to present an alternative program to the State Department of Social Services for refugees that need employment and English training for occupational survival.

Cost factors involved: BVET program costs per trainee: $718.62/year (costs based on administrative salaries ($107,794) divided by total placements of 150.)

Department of Social Services financial assistance costs for refugees: The following information is based on the Department of Social Services statistical reports. The figures do not represent administrative costs involved in serving the needs of the refugees which would inflate the total cost for subsidy.

Given Tables A and B, what is the cost savings to the State department of social services for every 150 students placed by our B.V.E.T. program within a 1 year time frame?

COST-SAVINGS PER YEAR FOR 150 PLACEMENTS

| State department of social services costs | Costs [1] | Difference in social service vs. BVET |
|---|---|---|
| A. $345,600 | $107,793 | $237,807 |
| B. 333,000 | 107,793 | 225,207 |
| C. 682,200 | 107,793 | 574,407 |
| D. 1,008,000 | 107,793 | 900,207 |
| E. 1,283,400 | 107,793 | 1,175,607 |
| F. 1,373,400 | 107,793 | 1,265,607 |

[1] Bilingual Vocational English Training Program.
Derivation of figures: One year costs per status of refugee multiplied by 150 refugees equals Social Service Assistance Costs. B.V.E.T. program costs are set for same group.

JUSTIFICATION

The cost difference figures between actual outlay of assistance to refugees for one year versus B.V.E.T.'s administrative costs for the same group demonstrates the NEED for Vocational English and Vocational Training on the job site to gain employment.

B.V.E.T.'s trainees are allowed a maximum of thirty weeks for training and placement, however, the actual time has been 16 weeks for English and Vocational Training for successful employment placement.

Colorado Refugees are allowed three years of state financial assistance before gaining actual employment. Of course, some refugees are able to gain employment before this time limit is reached, but many of the refugees are not knowledgeable in the areas of pre-employment procedures, business mannerisms, or business terminology that lead to employment.

SUMMARY

It is evident that the B.V.E.T. Program is able to train and obtain promotable and transferrable positions for the trainees in one-third the time based on one year of state financial aid. In consideration of the actual costs that the state expends in financial assistance the average family person that enters the employment force through B.V.E.T. costs only one-sixth of what it normally would be if kept on state aid for one year.

In sum, the trainee benefits the most by gaining insight into employer's expectations, vocational English training, occupational knowledge, and a feeling of self-worth.

TRAINING SITES ACQUIRED FOR B.V.E.T.

Here are some of the accounts that have possibilities for employment after or during training: (We give examples of jobs within the industry and the upgraded positions).

1. A major Denver Area Hospital: For example, jobs such as mail room clerk can promote to central supply (sterilization of glassware) which can promote to outpatient clerk. An orderlie can promote to occupational therapy. And many more, including nurses aides, outpatient typist (35 wpm).

2. A National Credit Card Corporation: For example, mail room can promote to 10-key adding machine or TM operator. Training for 10-key adding is provided within industry.

3. Three Major Hotels (in various locations throughout Denver): For example, one hotel is looking for supervisor of housekeeper. But the housekeeper can also transfer to delicatessen or cafeteria work, cooks' helper, assistant cook, pantry help, waiter, front desk, shuttle (bus driver), many more.

Another hotel is new, just opening its door. All jobs are open in industry.

In another, jobs such as housekeeping leads to floor supervision, and bus help leads to grill cook, or waiter. Promotion will be part of training based on students' ability.

4. One Downtown Based Bank: For example, jobs such as NCR operator (10-key adding is basis for this) leads to data processing. Training is provided between bank and school site.

5. A National Fast Food Service: For example, jobs such as grill cook, swing manager are long-range goals.

6. An Established Denver Nursing Home: It has entry level work in the departments of dietary, nursing and housekeeping. After March, 1981, it will also certify nurses aides, coordinating an internal training program with ours.

The following are some of the entry level positions in general business that have possibilities for employment after or during training:

A Denver downtown bank has jobs such as: Mail clerk, NCR operator (ten-key adding machine is required): back up teller operations; bookkeeping functions. Depending upon the student's ability and knowledge, promotion will lead to Proof Operations. Training is provided between the bank and the school for English training.

In a Savings and Loan Association, the entry jobs are: mail clerk, micro film clerk, premium warehouse clerk, supply clerk, and Loan Vault clerk.

At a national credit corporation, starting in the mail room can lead to ten-key adding machine or TM operator instruction; then data processing. Training for the ten-key adding machine is provided within industry.

In private industries, a few of the possible training positions include: bookkeeping trainees; clerical operations; computer terminal typing; data processing trainees; inventory operations; quality control in manufacturing plants; retail operations.

If a student has already acquired professional experience and the education in a specific occupation, then, that individual would have an opportunity to be placed in the similar position in industry.

### Guidelines for On-Site English Course

6 week course/3 hours per week.

Beginning of on-site course must coincide with beginning of regular BVET pre-vocational course.

The purpose of on-site English courses is to help the employer and the employee by upgrading the employee's English skills. This can help improve the employee's job satisfaction and job performance. In a six week course with 3 hours a week of instruction, we cannot develop fluency in English. We can teach the following:

1. Vocabulary that goes with their job.
2. A description of their job duties.
3. Time expressions.
4. Vocabulary often used for oral and written directions: (a) Prepositions of location, (b) Expressions of sequence, and (c) Common imperatives encountered on the job.
5. Problem-solving expressions: (a) asking for help, (b) asking for confirmation, (c) asking what to do next, (d) asking where, (e) asking what time (when), and (f) asking who.
6. English to help them in their daily activities away from the job.
7. Descriptions of objects and asking questions about objects.
8. Greetings and sociable expressions to facilitate interaction with other employees.
9. Numbers.
10. Other problem areas the employer identifies.

In order to teach employees language that will help them on the job, we must research the types of job duties and language limitations the employees have. The steps the ESL instructor will take before the course are the following:

1. Initial meeting with personnel director. At this meeting the instructor will leave a form to be completed by the next meeting. On this form the supervisor will write about student names, nationalities and language problems.
2. Second visit to collect job-related materials and detailed descriptions of job/jobs from supervisors.
3. Final pre-course visit to interview and test students.

### Employer's Responsibilities

1. The employer should analyze the areas where employee's performance or relations with co-workers suffer because of language problems.
2. The employer is responsible for attendance of students through some kind of incentive plan. In order to make progress we must have a group of students who attend regularly.

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